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SEPTEMBER JOURNAL OF SOCIAL WORK 1939

Old Age Security Advances

JOHN J. CORSON

Not Quite a Living

JULES BERMAN

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So They Say

• Emotions are the nicest things we have.—MAUDE ADAMS *to the students of Stephens College, Columbia, Mo.*

• Social workers have taken respectable words and given them new meanings that no one understands.—ERNEST K. LINDLEY, *Washington journalist.*

• He (Hitler) put God on WPA and appointed relief gods of his own choice.—CONGRESSMAN SAMUEL DICKSTEIN, *New York, chairman House Committee on Immigration.*

• A conviction that you are 100 percent right and in possession of the answers to all the questions is not, in the civilized countries, regarded as a mark of wisdom.—STRUTHERS BURT *in The Forum.*

• In women simplicity of mind cannot be inferred from simplicity of costume; sophistication of outlook cannot be assumed from sophistication of appearance.—DR. ALAN VALENTINE *at Pratt Institute.*

• Perhaps a few more depressions will iron out many present troubles of social agencies. More likely though they will just iron out the agencies and leave the troubles.—SIDNEY HOLLANDER, *president, National Council of Jewish Federations and Welfare Funds.*

• When a parolee or probationer goes wrong, it is news. If we feel there is injustice in this, remember that Vesuvius is never news except when she erupts. For all the years she does not damage lives or property she cannot make a paragraph on the back page.—JOSEPH J. CANAVAN, *chairman, New York State Board of Parole.*

• There is no fool like a kind fool.—HOWARD VINCENT O'BRIEN *in Chicago Daily News.*

• The world needs leaders of courage who are free from mental fumbling and digression.—PRESIDENT WILLIAM E. WELD *at Wells College.*

• The test of our philosophy of government is whether it can be made to work in controversial fields.—WILLIAM H. DAVIS *in Survey Graphic.*

• When the appetite for Utopia is greatly developed reality fails to satisfy. As one promise fades people rush to another.—ARTHUR E. MORGAN *in Antioch Notes.*

• The workers will measure the value of any [international] settlement by the improvement that it brings to the conditions under which they live and work.—JOHN G. WINANT, *director, International Labor Office, Geneva.*

• I believe that our people will not be threatened away from crime or punished into virtue. Nor will they be led toward propriety and happiness at the end of a political or social halter.—SANFORD BATES, *executive director, Boys' Clubs of America, Inc.*

• Democratic belief in democracy, and the popular will to defend it, are achieved only by permitting democracy to face any attack, however slanderous, however murderous, answering the proposals of the attackers with such proposals as a democracy can make.—ARCHIBALD MACLEISH *in Survey Graphic.*

• Democracy is a cause that is never won, but I believe it will never be lost.—CHARLES A. BEARD, *historian.*

• When a country has from eight to ten million unemployed there is no time for debating.—MAYOR FIORELLO H. LAGUARDIA, *New York.*

• My husband cannot work since his big toe on his left foot is obsessed. It erupts three or four times a day.—*A client to the Indiana Department of Public Welfare.*

• The compulsion of men to learn how to destroy their fellow-men is an assumption by the state over human personality that is an outrage upon God and man.—*The English Society of Friends on the subject of conscription.*

• Political freedom has importance when it gives protection and independence to the work of men. It cannot but appear somewhat irrelevant to men who have no work to do.—MAX ASCOLI, *New School for Social Research.*

• We have allowed totalitarian dictators to take out a copyright on words like authority and discipline, although their tyranny is a caricature of authority and their terrorism a caricature of discipline.—STRINGFELLOW BARR, *president, St. Johns College, Annapolis, Md.*

• The behavior of so-called social scientists in the face of social upheavals is, from the scientific point of view, comparable to what would be the case if the physicists of the land held an indignation meeting to condemn the recent hurricane.—PROF. GEORGE A. LUNDBERG, *Bennington College, in American Sociological Review.*

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SURVEY MIDMONTHLY

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VOL. LXXV NO. 9

Advances in Old Age Security

By JOHN J. CORSON

Director, Bureau of Old Age Insurance, Social Security Board

IN the perspective of the future, the 1939 amendments to the Social Security Act may seem an even greater step forward in the development of this country's social services than the passage of the original act. And, among these amendments, the most far reaching changes are those affecting our system of contributory old age insurance. These amendments offer real protection against the risk of premature death and more adequate protection against the hazard of old age to many workers who previously could look forward to limited or no protection or to benefits meager in amount. Much sooner than had hitherto been contemplated, social insurance will become a meaningful instrument in preventing dependency in this country.

The most important changes in the old age insurance system are:

More adequate protection for aged workers during the next decade. Monthly benefits begin in 1940 instead of 1942. Eligibility requirements are modified so that more persons can qualify for monthly payments in the early years. The benefit formula is based upon average wages rather than total accumulated wages so that benefits are related more closely to each worker's previous standard of living and the amounts payable are increased in the earlier years. Under the new formula, the primary insurance benefit for each month is equal to the sum of: 40 percent of the first $50 of the worker's average monthly wage; 10 percent of average wages between $50 and $250; and a one percent increase in the amount so calculated for each year in which the worker earned $200 or more in covered employment. Thus, a man who had earned an average of $100 per month for three years would be entitled at age sixty-five to a benefit of $25.75 per month for the rest of his life.

Increased protection in old age for those whose need is likely to be greatest. This is partly accomplished by weighting the benefit formula in favor of low paid workers; a similar weighting was used in the accumulated wage formula under the original act. More important, monthly benefits are provided for the wives of aged workers as well as for the workers themselves. A wife's insurance benefit equal to one half of the primary benefit is payable to the wife of an insured worker when she reaches age sixty-five. Thus, the $100 a month man with three years coverage would be eligible in 1940 for $25.75 himself and his wife for $12.88, a total of $38.63.

Continuing protection for the survivors of deceased workers. Monthly benefits are provided for aged widows. These widows' old age benefits begin when the un-remarried widow reaches sixty-five, and are equal to three fourths of the primary insurance benefit. If an insured worker dies leaving no widow or young children, each parent who was dependent upon the wage earner at the time of his death may receive a monthly benefit equal to one half of the primary benefit, beginning at age sixty-five.

Younger widows with one or more children in their care will receive a widow's current benefit of three fourths of the primary benefit to which the worker would have been entitled had he lived. The current benefit is paid each month until the children grow up or the widow remarries. In addition, a benefit equal to one half of the primary benefit is provided for each young child of a deceased worker.* This is continued on a monthly basis until the child reaches sixteen, or eighteen if he is regularly attending school.

The substitution of continuing protection to the families of deceased workers for the original lump sum death payment—three and one half percent of total wages—is probably the most vital of all the revisions made by the 1939 amendments. Under the old plan very little protection was afforded the families of workers who died young, and large payments might frequently have been payable to estates even if there were no survivors. This far-reaching change is indicated by the change in title from "Federal Old Age Insurance" to "Federal Old Age and Survivors' Insurance." Small lump sum payments are still provided when, at the death of the wage earner, there is no person entitled to monthly benefits. In these cases a single lump sum payment of six times the primary monthly benefits will be paid to a widow, widower, child or parent of the deceased, or to the person who actually paid funeral expenses.

But what does all this mean to Joe Johnson, Tom Richards, and their families? Joe and Tom have been contributing one percent of their wages to the insurance system since 1936. What will they gain from the amended insurance program?

Joe Johnson, a file clerk, has been earning $50 a month since 1936. Joe reaches age sixty-five in December 1939 and a little later might decide to retire. He will go to the field office of the Social Security Board to inquire about his insurance benefits. The office will assist him in filing a claims application, and in obtaining proof of his age. In Washington, Joe's wage record will be looked up and his entitlement to benefits determined. In a short time Joe

* The total benefits are not to exceed $85, twice the primary insurance benefit, or 80 percent of the worker's average monthly wage. Computed benefits which are greater than one of these three maxima will be reduced to the lowest of the three amounts. These limitations are not applied, however, to benefit totals of $20 a month or less. The minimum benefit is $10 per month.

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will receive his first monthly benefit check—for $20.60.

It will be hard for Joe and his wife, Emma, used to an income of $50 a month, to get along on this amount. They will have to dip into their small savings to make ends meet. But in November 1940, Emma will become sixty-five and the monthly check will be increased by 50 percent. The Johnsons will receive $30.90 a month as long as they both live.

Under the original act, Joe would receive at age sixty-five only a lump sum payment of $63. No monthly payments, just one flat sum representing 3½ percent of the wages he had earned since 1936. That payment, supplemented by the very small savings which the Johnsons were able to make out of $50 a month, would probably mean that they would soon become dependent upon relatives little better off than themselves, or they would have to turn to public assistance. But because of the amendments, Joe and Emma will still be independent; they will have a regular monthly income which they will receive as a right from the insurance system.

Now look at what the program means to Tom Richards. He also makes $50 a month, but he is several years younger than Joe. He will become sixty-five later and will not retire until early in 1947. Although his average wage is the same as Joe's, he will get a slightly higher benefit because he will have been covered by the insurance program for a greater number of years. Tom's monthly benefit will be $22 a month until his wife reaches age sixty-five; then it will increase to $33. Unlike Joe, Tom at age sixty-five would have met the eligibility requirements for monthly benefits under the 1935 act. But he would have received only $17.50 a month—and no benefit for his wife.

ABOUT two thirds of the covered workers will live to sixty-five. What of the families of the other third, those who die young? Here is how it would work out: Tony, a miner, dies of pneumonia at the age of thirty-seven, leaving a wife and two small children. Tony has been working fairly regularly in the mines since he was twenty-two. At the time of his death, he has been covered by the insurance system for fifteen years, and his recorded earnings average $100 a month. Under the original act, Tony's widow would have received one lump sum payment of $630. Tony's last illness and funeral expenses would probably have consumed most of this amount. When it was gone, the young widow and her small children would have been left with no income. But under the amendments, Tony's widow and children will receive $50.31 every month, over $600 *each year,* until the children are old enough to earn their own living. When his widow reaches age sixty-five, if she has not remarried, she will receive $21.56 a month as long as she lives.

There will be other workers in that third who will leave no widow or young children when they die. Olaf Neilson, a seaman on a freighter out of Seattle, is paid $45 a month. Most of this he sends home to his mother and father, who are wholly dependent upon his earnings. Suppose that Olaf dies. Then his aged parents will receive monthly benefits. These payments will be based not only upon Olaf's cash wages, but also on the value of his board. Olaf's total compensation is evaluated as $65 a month, and since he has been insured for twenty years, his parents will receive a total of $25.80 a month.

All these people will receive greater protection. Yet the total ultimate annual cost of this protection will be no greater, and will probably be less, than that of the original plan. These savings are accomplished by two reductions in the cost which outweigh the effect of other increases. The first saving is in the elimination of lump sum payments. Although small in the early years, these payments of 3½ percent of total wages to persons failing to qualify for monthly benefits and to the heirs or estates of deceased workers would have constituted a heavy drain on finances in the future. The other saving results from the changes in the benefit formula and the benefit pattern. The benefits of both single and married persons retiring in the early years are increased, but the benefits for single persons with high earnings retiring years hence are reduced somewhat. The new formula gives greater weight to the level of each worker's earnings and less to the number of years of coverage, than the original formula. Workers with aged wives to support will receive much more adequate benefits under the revised program.

ALTHOUGH the ultimate cost of the new plan will be lower than that of the 1935 program, payments will be considerably heavier in the next few years. This is the inevitable result of starting benefits in 1940 instead of 1942 and of liberalizing early payments. At the same time, the 1939 amendments postpone the increase in taxes originally scheduled for 1940. The increase of benefit payments coupled with the reduction of taxes automatically prevents the scheduled growth of the reserve as originally established under the 1935 plan. For the much criticized large reserve is substituted a contingency reserve, to be approximately three times as large as the highest annual estimated benefit outlay in the ensuing five years. This reserve is to be a trust fund, appropriately administered by a board of trustees. As the Ways and Means Committee pointed out in its report: "If the original actuarial assumptions of 1935 prove to be correct, it is possible that benefits for all time to come can be financed from the present schedule of taxes and the interest on the fund, even with the recommended postponement of the tax step-up until 1943."

Although such large groups as agricultural and domestic workers were, and still are, excluded from coverage, a large proportion of such workers are employed in covered occupations at some time during their working lives. It has been estimated that about 80 percent of the total United States population of working age would ultimately qualify for some benefits. Under the amendments, certain additional types of employment have been brought under the insurance system. Protection is extended to two groups formerly excluded. The first of these consists of maritime workers who were originally excluded because of administrative difficulties anticipated in connection with the collection of their contributions and the recording of their wages. The second group includes employes of certain federal and state instrumentalities which are not wholly owned by the government. These workers, mostly bank employes, number about 200,000. In all, the amendments extend protection to a total of nearly half a million additional workers. These extensions, coupled with the liberalization of eligibility requirements, further increase the percentage of the total population which will ultimately receive insurance benefits. The broader the coverage of a social insurance system the more logical governmental contributions to the cost of the system from income taxes and similar revenues become.

A very important change consists in the extension of

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coverage to workers sixty-five or over. Under the original program, an employe's wages were not subject to taxation after he reached age sixty-five, nor were they creditable toward old age benefits. If a worker had not qualified for monthly benefits when he reached sixty-five, he had no further opportunity to do so. A worker already sixty-five on January 1, 1937, or who has reached sixty-five since then, can now qualify for monthly benefits. An elderly worker who reaches sixty-five must have one calendar quarter in covered employment with earnings of $50 or more for each two quarters between 1936 and the quarter in which he attained sixty-five, with a minimum of six quarters. If he does not meet this requirement when he reaches sixty-five, he may obtain monthly benefits by continuing to work until he does. Bill Jones, for example, reaches sixty-five in July 1940. To qualify for monthly benefits, he must have earnings of $50 or more in covered employment for seven quarters. But Bill has been working on a farm in the summers, and has had only part time winter employment in a factory. His recorded earnings show only five of the necessary seven quarters of coverage. If the age sixty-five limitation were still in effect, Bill would not be able to qualify for monthly benefits. But now, if Bill can get his factory job for the coming winter and earn at least $50 in two more quarters, he will be able to retire with a monthly income for life.

Our social insurance system is still in the process of evolution. The future will undoubtedly bring further important changes. Coverage may be extended to employe groups now excluded, and perhaps to the self-employed. Protection may be provided against the risks of temporary and permanent disability. The system must remain flexible, responsive to changing concepts and changing needs. In this evolutionary process, the 1939 amendments reflect two significant shifts in the basic concepts. First, the family group, rather than the individual, is recognized as the unit of protection. Second, the protection of society, as well as the individual, against dependency resulting from old age or death is given greater recognition than in the original program. This recognition is found in the payment of larger benefits, designed to permit subsistence without other assistance, to the lower paid workers and those who retire in the early years, and through survivor's monthly benefits.

Because of the amendments, Joe Johnson and his fellow covered workers will receive greatly increased insurance protection. Many more individuals may look forward to at least a minimum of subsistence during the 1940s, as a matter of right. This number will include many already approaching sixty-five on January 1, 1937, and who were heretofore afforded no insurance protection. From the viewpoint of the purpose of social insurance—the protection of society through orderly provision in advance for the individual—these amendments expanding security for the aged constitute a major step forward.

Teamwork in Toledo

By WENDELL F. JOHNSON

Director, Child and Family Agency, Toledo, Ohio

THAT necessity is the mother of invention in the welfare field as well as in mechanics has been demonstrated by Toledo, Ohio, in the recent inauguration of its first community mental hygiene program.

Unique in the plan by which the program is organized and financed, is the cooperative arrangement worked out among a group of private and public social agencies with the help of the Junior League. The league, as the official sponsor of the project, financed it completely for a brief introductory period, and is continuing with a small subsidy until further participation by social agencies makes that unnecessary. Dr. Elizabeth Adamson, who has had long experience in the psychiatric field, was brought from New York City to conduct the program. Beginning in April, she became consultant psychiatrist to a group of five agencies, to which she gives varying amounts of time. The agencies are the juvenile court, the Bureau for Aid to Dependent Children, the Child and Family Agency of Toledo, the Luella Cummings Training School for Girls, and the Jewish Federation. Other agencies, including the public schools, are expected to come into the program later.

In addition to consultation service on individual cases, the program includes courses in mental hygiene for the nurses of the City Health Department, lectures to parents, training classes for social workers and other educational activities.

The experience of a number of other cities was drawn upon and various forms of child guidance service, general psychiatric clinics and other community mental programs were examined. The interest of the Board of Education was enlisted through one of its members who attended meetings of the children's section of the council. It soon was apparent, however, that in view of the financial problem facing the public schools they could not be looked to for financing a mental hygiene program. It was equally futile to look to city or county government, to the Community Chest, or to any other single source.

The one possibility that remained was some sort of a joint, cooperative venture. Several of the agencies were approached and agreed to participate. None of them, however, was in a position to underwrite the project. The executive committee of the Council of Social Agencies then asked the Junior League to sponsor the movement, with the understanding that a group of agencies would swing in behind and help support it, provided that a competent psychiatrist could be brought to Toledo. The league was interested and invited Dr. Adamson to come to Toledo to talk over the plan. She proved highly acceptable to all parties concerned. The board of the Junior League voted to recommend to their membership that the league sponsor the program and engage Dr. Adamson to conduct it, provided that it had the approval of the Academy of Medicine.

This approval being given, an advisory committee was formed to direct the program. It is headed by Juliet France of the Junior League as chairman; Dr. John Stifel, representing the Academy of Medicine, as vice-chairman; and Wendell F. Johnson as secretary. Other participating agencies are all represented. In spite of lack of funds, in spite of obstacles that at times seemed insuperable, Toledo at last has a community mental hygiene program.

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Stamford Studies Itself

By BRADLEY BUELL

Field Director, Community Chests and Councils, Inc.

SLIDING by your train window about an hour outside New York, the town of Stamford, Conn., looks like any industrial New England town of some sixty thousand inhabitants. Nothing arrests attention. Yet Stamford may well catch the eyes of the nation, for it is the only town in America which has charted the nature and extent of social disorganization in its population.

Stamford knows that in 1936 exactly 42.6 resident families out of each thousand became socially unable to take care of themselves because of some officially recognized difficulty; that in 1937 this rate decreased to 40.8 families. In a few months the 1938 rate will be known.

In the knowledge of this annual "rate of social breakdown" Stamford has a clue to its future control. Though six years in the making, it is a simple clue and adaptable to other communities. While a social breakdown rate is not directly analogous to rates of illness and death, it should assist efforts toward social well-being in much the same way that mortality and morbidity rates have helped build programs for better health. Not only does it provide Stamford with a means of measuring its social well-being; it also has inspired a chain of procedures for better control and prevention of social difficulty, which can make more efficient a large part of the local program of public and private welfare services.

An important stimulus to Stamford's interest in the extent of social breakdown in its population grows from the fact that it is one of few cities to know exactly what it is spending for social services and assistance to the families involved. These are similar to services in other cities—WPA, direct relief, old age assistance, institutional and foster home care for children, hospitals, clinic and nursery service, recreation and leisure time opportunities. They are administered by sixty-four public and private agencies.

Present total costs of these services reach about $2,500,000 annually, or approximately $40 per person for the town's population, an average of $176 for each of Stamford's 14,851 resident families. Seventy-six percent comes from federal, state and local taxpayers' pockets, while only 24 percent is either paid for directly by those who receive these services or given from private funds.

Stamford knows enough about itself to be profoundly disturbed lest it is pouring water through a sieve. True, it appreciates that under any circumstances many persons always will need care, security, supplemental services that they cannot afford; that when factories close many citizens will not find work and must find some substitute for wages. It recognizes the dangers inherent in economic borderline living—family conflicts, parental irresponsibility, weakened initiative, bad associations, disrespect for law and authority, the unhappy by-products of life on today's precarious "frontiers."

But the town would like to feel that the money it is spending to assist these persons is helping them to grow steadily more and not less responsible. It would like to think that some part of that annual $2,500,000 program is bolstering the ability of dependent citizens to meet emergencies by their own strength. It would like to believe that the support given to its welfare agencies, its Y's, settlements, playgrounds, free clinics, is resulting in progress toward community well-being. It would like to have proof that these services are helping to *prevent* individual or family incompetency.

Such considerations made Stamford decide, in 1937, to ask Community Chests and Councils, Inc. to organize an appraisal of its welfare programs by experts from the fields of family welfare, child care, health, recreation and their subdivisions. Accordingly, Stamford became in a sense the residuary legatee of similar appraisals made during half a dozen years previous, in forty cities.

These surveys had shown that Stamford's questionings were not unique. Many private social agencies, in accordance with tradition, were trying to strengthen people to a point where they could manage their own affairs. But to a depressing degree these agencies were working toward salvation in specialized compartments, with services unrelated to other private agencies or to important public services. They had enough individual players to make a team but without knowing what goal they were headed for, without any idea of how to count the score. True, there was seldom concurrent duplication of service to an individual. But often members of the same family currently were helped by several different agencies. Histories of many families showed a long record of unrelated agency contacts, services given at a particular time for particular reasons but with no continuous effort toward rehabilitating the family as a unit.

LOOKING at each agency separately, it all seemed logical; but looking at them all together, logic disappeared. If John Smith deserted his family, a particular social agency would take over. Some time later, Johnny, Jr. would get into trouble at school and his "case" would go elsewhere. Each agency tended to see Mr. Smith or his family in terms of the special problem to which that agency was accustomed. The Smiths and their neighbors sought out their own agencies, mainly by happenstance, very often receiving help for superficial or immediate needs rather than underlying causes. The natural consequence was a discouraging tendency to shop around vaguely, in search of services which they thought they most needed.

The accepted fact that the family is our basic social unit was being denied in the separate administration of services. This created practical barriers to the application of our knowledge that individuals in trouble belong to families, that families persist from year to year and while one member may "break down" the reasons are almost always in the family setting; that therefore the whole family group must be treated, if a recurrence of the difficulty is to be prevented.

Finding this weakness in Stamford, the 1937 survey recommended consolidation of certain major private case work agencies. But there was still lacking a statistical tool which the citizens of Stamford could use for evaluating

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that part of their program intended to make people more self-sufficient.

Clues to the establishment of that tool had developed in the earlier surveys. For that reason, at the conclusion of the general survey, the Stamford Community Chest and Social Work Council agreed to cooperate with Community Chests and Councils, Inc. in a further study to be pointed even more sharply at the problem of prevention and to secure additional data. From this project resulted a definition of social breakdown rate, as well as a plan for the coordination of Stamford social agencies. These two developments helped synthesize already accumulated knowledge relative to weaknesses in community welfare programs.

The method of calculating the social breakdown rate is based on the fact that all communities have to take official action in respect to individuals who have been unable to maintain themselves in an acceptable manner. Stamford takes such action on:

Criminals—convicted of crime in the adult courts
Delinquent children—brought before the juvenile court
Neglected children—whose parents are brought to the juvenile court
Mental cases—sufficiently serious to be admitted to a state hospital for mental disease
Mentally deficient persons—whose intelligence quotient is sufficiently low to warrant their acceptance by the state training school and hospital for mental defectives
Divorced families—as decreed by the superior court
Unemployables—as classified and defined by the town welfare department

Each of these difficulties is a category of legal or administrative definition, and continuous records are kept of all persons involved. Here was found the clue to developing the necessary statistical tool.

But it was important to determine whether to count the individual or the family and whether the categories bore relationship to one another or were distinct compartments of difficulty. Too often practice in social work has considered the individual as separate from his family and emphasized each problem as a thing apart. The criminal is punished as an individual. Delinquent Johnny Smith is the concern of this or that agency.

The Stamford study, however, provided evidence that families should be counted rather than individuals and that a common thread of circumstances runs through all categorical difficulties. It showed that approximately half the persons involved in the seven categories either came from families in which other members had been previously in official difficulty or were in categories that by definition denoted family difficulty, such as those of divorce or neglected children. The study revealed much overlapping among the categories. Crime and delinquency, for example, were like the chicken and the egg. A father and older brother first offended in the crime category and later a younger brother offended in the delinquency category. Where delinquency preceded crime, very often the adult offender was the earlier juvenile delinquent grown up. Most amazingly it showed that of the families appearing in these categories in 1937, 52 percent were recidivist. That is, at some time during the previous decade some member had appeared in at least one of these same categories, often many members in many categories.

There you have it. The persons found in such apparently dissimilar difficulties as crime, mental deficiency, child neglect, really provide a clue by which to identify a common unit—the "problem family." Thus the families that experience difficulty of a nature so serious that the community feels it must take some measure of legal or administrative action provide the basis for an index of social breakdown.

So calculated, the rate in Stamford for 1936 and 1937 is shown in the following table:

Category of Breakdown	Families			
	Number		Rate per 1000 Families	
	1937	1936	1937	1936
Delinquency	209	239	14.1	16.3
Crime	195	165	13.1	11.3
Mental Disease	97	105	6.5	7.2
Divorce	72	83	4.8	5.7
Unemployability	40	24	2.7	1.6
Neglect	27	41	1.8	2.8
Mental Deficiency	11	9	.7	.6
Unduplicated total	606	624	40.8	42.6

It is important to understand what this rate means—the significance attached to its use as an index. Clearly it is an accurate measure of the social breakdowns that have become sufficiently serious to demand official action on the part of the community. That in itself is valuable.

As an example of the practical utility of the breakdown rate, Stamford can now tell exactly how much it spends on direct results of social breakdown. It knows the 1937 cost of the accumulated load of persons from Stamford families who were being cared for in state institutions or by other official agencies. The $312,761 represented by these direct costs—approximately $5 per capita for the population of Stamford—is nearly twice the sum raised annually by the community chest. This does not include indirect costs of breakdown—police protection, maintenance of a family whose breadwinner is incarcerated, nursing care to an "unemployable" family, or other supplementary services.

Similarly, the social breakdown rate does not accurately measure at any given time the full extent of the broad and more intangible area of family maladjustment in the community. A substantial proportion of the population of any community is likely at some time to experience social difficulty of varying degrees of seriousness—insufficient earnings, overcrowding, marital conflict, mental disorders, behavior problems. Lacking clear-cut definitions, no statistical procedure can yet measure the extent of this general area of social difficulty.

It seems legitimate, however, to use the rate of social breakdown as an index to the *trend* of this broader area of the community's social difficulty. The same underlying factors produce both. In the field of public health an increase in the deathrate is presumptive evidence that ill health is increasing; an increase in deaths due to heart disease, an indication that the volume and extent of heart disease itself is increasing. Likewise the rate of official breakdown should indicate the fluctuation of the whole range of social difficulties.

But, to what extent can this rate be used to measure the preventive effectiveness of social agencies? To be accurate we must be cautious. We know that the rate often will fluctuate because of contributing factors which social agencies cannot control.

Yet so do many variables contribute to the rise and fall

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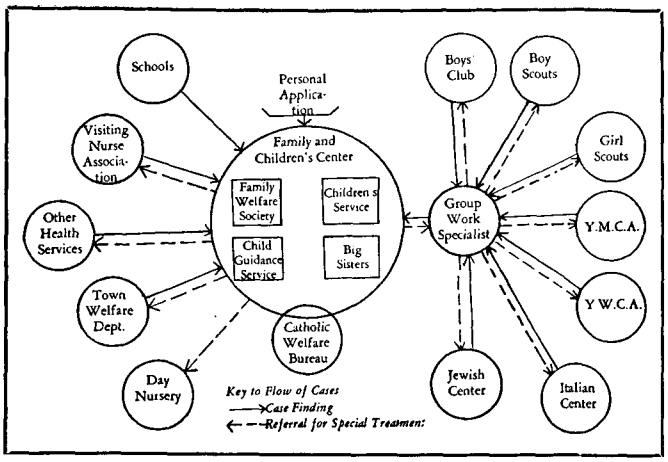

Chart A: Preventing Social Breakdown through case finding, diagnosis, and suitable treatment service

of our deathrate. The vast proportion of health service is given to people who are in no danger of immediate death.

It seems obvious that a fluctuation in social breakdown rate will give a badly needed factual point of departure; an objective point from which to scrutinize more scientifically the relationship of our preventive services to what is really happening in our communities. That is the beginning of progress.

The procedures for collecting the data for calculating the rate of social breakdown are simple. A separate cumulative social breakdown file is set up in the social service exchange. For each family reported from one of the official categories a family record card is made. All of the data necessary to the calculation of the rates and to other phases of the general plan can be entered on and tabulated from these cards. In Stamford's cumulative breakdown file there are now 1128 cards, 624 for the 1936 families, 504 for the new families added in 1937.

Now, having established its rate of social breakdown, Stamford faces another issue. How can it apply its knowledge that the family is the unit through which problems must be attacked? Granted that the nature of the problems demands specialized skills and knowledge, how can the teams of social agencies be more directly harnessed to the family units?

The conclusion is that the effort to prevent social breakdown must reach in two directions. (See Chart A.) Services must be so organized that they can reach out to discover family difficulties in earlier stages—problem children at school, disintegrating families known to the town welfare department, families with social difficulties caused by illness known to the visiting nurse. Service must be given at these points in terms of the needs, the circumstances, the problems of the entire family.

Services also must be organized to "control" future difficulty in families already officially involved—to reduce the proportion of recidivism. (See Chart B.) Here again every plan for service must be made in terms of the family, with some agency primarily responsible for its execution.

As the charts show, the cooperation of all agencies is essential to both phases of the plan. But the weight and emphasis of their responsibility differ. In the "preventive" part of the plan, the public agencies serve mainly as "discovery" agencies, helping to pick out from their contacts families in which difficulty seems to be breeding. The primary responsibility for continuous service to the family is carried by the new Family and Children's Center into which the main private case work agencies have been consolidated. The public agencies often cooperate in giving aid, but always in terms of the Center's plan.

The "control" part of the plan calls for a different organization. Because of the breakdown, some public agency already has an official responsibility towards some member of the family. The important point is to determine what agency, public or private, should have primary responsibility for the general family situation.

The Stamford plan makes this decision a collective responsibility, through a "case committee" of the Council of Social Agencies. Represented on the committee are all of the public and private agencies *giving service to people in their own homes*. These are the town welfare department, the Family and Children's Center, the Catholic Welfare Bureau, the Child Guidance Service, the juvenile court, the city court and the Visiting Nurses' Association.

As a first step, official agencies regularly report the families which come into their jurisdictions. This information is recorded on the cumulative family record card.

The second step is the preparation of a case report summarizing salient facts in the *entire family situation*. For this the full cooperation of the private agency is essential. A special worker from the Family and Children's Center is permanently assigned to prepare these summaries. In collaboration with a worker from the official reporting agency, she presents them to the case committee.

The committee takes the third step. It allocates to one agency the major responsibility for the family. This responsibility of a single agency for the plan for the *whole family situation* should be underscored and understood. It in no sense overrides the responsibility for individual members of the family, which must be taken by such agencies as the juvenile court, adult court, state mental institutions and the like. Nor does it preclude the service of other agencies to individuals in the family. It does mean that specialized services will be provided only with the approval of the responsible agency.

Presumably those cases presenting the least promise for rehabilitation will be allocated to the public welfare agency best equipped to provide continuing maintenance and supervision, such as the town welfare department, the courts or state institutions. Presumably those offering maximum promise for improvement will be allocated to well-equipped private agencies. Communities will vary on this point in accordance with their agency facilities. The significance of the plan lies in the substitution of a systemat-

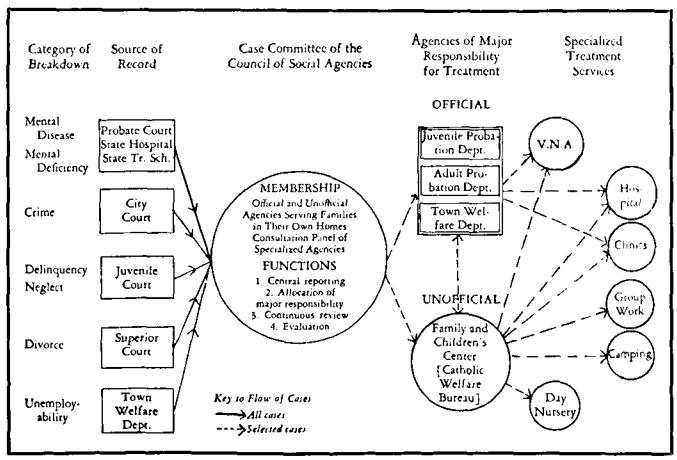

Chart B: Controlling Social Breakdown through systematic reporting, allocation of major responsibility for treatment, and continuous review

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ically organized procedure for the haphazard, competitive methods by which cases have been distributed in the past.

Undeniably the plan's "control" share will be concerned with many families having long histories of serious pathological difficulties. A substantial proportion will offer little opportunity for rehabilitation effort. But with the high percentage of repeaters in such categories as delinquency, crime, child neglect, even a small reduction of recidivism will have an immediate effect not only upon the rate but the substantial cost attendant upon institutional and follow-up care.

There seems to be no reason why any community could not profitably set up the statistical procedures to establish its own social breakdown rate. The essence of the Stamford program is simplicity itself, and this should not be lost sight of in controversy over its details. It lies in the combination of two accepted facts.

The first is the public's deep concern about the problems represented by the breakdown categories. In any community, watch the newspaper items that have to do with crime, delinquency, divorce, mental disease, child neglect and the rest. Beneath the drama and human interest lies recognition that these situations are bad; that somehow they ought to be controlled.

The second accepted fact is that social agencies in long dealing with such problems have made a constructive contribution toward prevention. In the words of the 1937 Stamford survey: "It is impossible to estimate how great the accumulation of future liabilities might have been but for the work done by social agencies. Without this, the aggregate number of breakdowns would have been much greater."

All Stamford has done is to recognize these facts and point a way by which social agencies can more efficiently meet community concern and measure, evaluate and improve the product of their collective effort.

Home Rule in the WPA

By RUTH DURANT

THE fate of Europe's unemployed is a relief pittance, or forced labor and conscription. No European democracy or ex-democracy can boast of an effort even approaching the work relief program in the United States and therefore the visitor from Europe cannot but be greatly impressed with the WPA. As he learns more about the program, his admiration for its achievements and his sensitiveness to its defects increase in equal measure. Its accomplishments are plain, but why should there be so many shortcomings?

Again and again he is told that the weaknesses are chiefly due to an excessive measure of federal control over the program; to eliminate the shortcomings, the work relief program should be made the responsibility of the local authorities. Yet it appears that the WPA already is decentralized.

No appraisal of the part played by local authorities in the WPA program has been published nor, on the basis of a three-month study, will this article attempt a thoroughgoing review. But perhaps some of the effects of the new relief bill will be defined by a brief survey of the functioning of the program under the old legislation. The North Carolina administration will be used as an example because it is the state set-up of which this writer has most firsthand knowledge. The reader will bear in mind that the state administrations differ widely in background, resources, methods, and in the special problems peculiar to the various areas of American life. North Carolina in general may be considered fairly typical of the Southeast, a low income region where the unemployment situation is complicated by the racial problem.

In the "Tarheel State" the State Department of Public Welfare is the agency for determining the eligibility of applicants for WPA employment, which means that workers are selected by county and city relief agencies, under state supervision. Projects are initiated and sponsored by local groups, subject, of course, to the limitations stated in the Emergency Relief Appropriation Acts. Certification and sponsorship are the chief vehicles of local control, and the new law has heightened their importance. The principle of rotating WPA work has increased the discretionary power of local relief agencies. Sponsors have to pay an increased proportion of project costs, and therefore have increased authority over the program. How will they use their authority? How have they functioned in the past?

Local responsibility has in a way promoted a boom in neighborliness. In spite of the policy of the WPA in North Carolina that legal residence in another state or county does not limit employment of an applicant who is otherwise eligible, many county welfare departments seem to regard only their neighbors of long standing as eligible for WPA and public assistance. With relief funds and policies varying from county to county, the richer communities seek to avoid attracting applicants from poorer places. The result is a tendency toward competitive lowering of relief levels all over the state. Standards are further undermined by the fear of local welfare departments that there is more "local responsibility" ahead. They are afraid to acknowledge needs which, "if WPA is over," they might be expected to meet unaided. Their attitude is understandable, for many local communities have inadequate financial resources. The inequality of funds from community to community creates a chaotic relief picture.

The counties have to match all federal funds for public assistance. But, the more a county has need of federal aid, the fewer and the smaller are the grants it is able to match. Average public assistance benefits in North Carolina are only about one half the national average—$9.50 a month for an old person and $5.71 per child. The counties have to meet the total bill for direct relief. Therefore some do not give any cash relief, and the average for the state, $5.39 per month per family, is one of the lowest in the nation.

Under these circumstances WPA, with an average monthly wage rate of $32.91 in North Carolina, is a princely institution. In many places in this, as in other states, it is the only hope of those in need. And while it pays the recipients about three times as much as categorical relief, it

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costs the local authorities only about twice as much in cash, at the same time furnishing a good deal of material and equipment.

The result is the "run around" which, to an outside observer, is so tragic a feature of the American relief picture. Some county welfare departments are eager to push on to WPA everybody in need, regardless of his qualifications for employment. Others try to prevent anybody from getting on WPA for fear that if the worker falls ill or gets the "pink slip," they themselves might have to look after him. In either case, eligibility for work relief is likely to be determined on the basis of the availability of other forms of relief, and referral to any type of assistance becomes a gamble instead of an objective decision. In North Carolina, as in many states, there are mothers and aged people on WPA who would receive categorical relief if quotas were not exhausted, while many capable working men have to choose between meager cash relief or nothing. Between October 1937 and April 1938, the WPA administration in North Carolina called the attention of county welfare departments to 6108 people on the WPA rolls who, in their opinion, were potentially eligible for categorical aid. Of these, 383 were accepted and actually drew benefits. The remainder, some 5000 men and women, were shuttled back and forth among the various relief programs which are in negative competition with one another. In January 1939, the WPA again reviewed the rolls and reported that there were 6414 people at work whom they felt might be found eligible for categorical relief. Yet at the same time there were over 11,000 people in North Carolina, certified for WPA and waiting for work, who could not be assigned because of quota cuts. Of these, only about a thousand could have been assigned to an alternative form of relief. Thus, against some 6000 who might have been taken off WPA by other public assistance programs, there were some 10,000 who should have been assigned to WPA projects. And they should have been assigned without delay since, in the months of waiting, surplus commodities were their only means of subsistence. By being certified for WPA they are in theory qualified for home relief during the waiting period, but in practice many of them do not get it because of insufficient funds. By the time they are actually assigned to WPA projects, deprivation and anxiety have taken a heavy toll of health and morale.

THIS is a source of the general complaint that WPA workers are "dead wood." The program is made the scapegoat for weaknesses in categorical assistance and home relief which frequently push their responsibilities on to WPA, but fail to do their share for those certified to WPA but not assigned to projects. At present, categorical and direct relief are bound in the straitjacket of the county exchequer, while their local tie-up with work relief is a drag on WPA. "Local responsibility" and "local contributions" have thus handicapped the scheme of a diversified assistance program originally designed to afford appropriate remedies for various problems of poverty and unemployment.

Local control also tends to limit the choice of WPA projects. Within certain limitations laid down by the WPA, the sponsors and co-sponsors (state and local authorities, and local organizations) decide on the projects to be undertaken. The sponsors usually contribute to the non-labor costs and often also to the costs of supervision. Construction projects call for higher sponsors' contributions than do professional and service projects, but the more the sponsors pay, the greater their authority. There is much less occupational diversity in construction than in non-construction projects and the lack of diversity often results in hardship. A skilled hosiery worker, for instance, is not at home on a rough outdoor building job. His ineffectiveness with carpenter's tools may brand him as a loafer or an unemployable. Yet he may be highly efficient if he has opportunity to apply his own skills or to develop related aptitudes.

IN theory, the WPA does not operate as industry, in terms of production, but in terms of people who need jobs in order to live and to preserve their skills. The WPA set out to be more inventive and more patient than the private employer. But local sponsors tend to share industry's point of view. They are primarily interested in securing certain material assets, not in meeting the needs of the workers. Moreover, the projects they tend to favor are not always those most urgently needed in the community or of the greatest use to the greatest number. Thus, in North Carolina the WPA has built armories in towns which lack adequate sanitation, school and library buildings. The WPA has provided swimming pools, some of them in Negro districts, but most municipalities have found it necessary to charge a 10 to 25 cent entrance fee for maintenance, which excludes many residents who most need public recreational facilities. The WPA has laid out playgrounds in slum neighborhoods, but it has laid out much larger playgrounds across the railway track in well-to-do residential quarters.

WPA workers want to know who is going to benefit from the projects on which they work. To the degree that their WPA work meets a community need, the sense of their own social usefulness is restored. This functions as a potent incentive to good workmanship, yet it vanishes if local pressures destroy such values. For example, there can be little satisfaction for Negro workers who build a swimming pool or lay out a playground which they, their families and their neighbors will never be permitted to use.

The very existence of many a project depends on the economic and political interests of the sponsors, not on the needs of the unemployed. Projects are scarce in places controlled by groups hostile to the WPA. A case in point is the duchy of a big power company in North Carolina. Equally chary of sponsorship are counties dominated by landowners or industrialists who are anxious to maintain a large labor "pool." On the other hand, employers of seasonal labor, such as the big tobacco firms in North Carolina or canners in other regions, are only too glad to let the WPA take care of their hands during the off-season. Before local elections, county and municipal officeholders are likely to sponsor projects which are very much in the public eye.

The responsibility for "Jim Crowism" in the WPA must rest with the local welfare agencies and sponsors. There are hundreds of unemployed skilled and professional Negro workers in the South, but local authorities are not prepared to set up projects for them. Consequently, they are placed in the ranks of the semi-skilled and unskilled. Regional differentials in status and wages between whites and Negroes are thus maintained. In North Carolina, the proportion of all Negro WPA workers to all whites is 2 percent less than the proportion of Negroes to whites in the state

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population, that is, 27 percent as compared with 29 percent. But since Negroes make up a much larger proportion of the needy unemployed than of all the people in the state, it follows that they are seriously under-represented on the WPA rolls. This situation is undoubtedly more marked in other southern states than in North Carolina.

In general, the larger the sponsoring unit, the more progressive the project. Counties and small towns confine themselves mainly to construction work; the larger cities undertake a wide variety of projects. In the arts, the federal government alone has been responsible.

In the main, lack of funds is the greatest single obstacle to variety in projects. The poorer the community, the greater the hesitation to pioneer. Such communities are constantly worrying: "What will we do if WPA ends? We don't dare try 'frills' which we cannot afford to continue ourselves."

The supporters of the new law maintain that they have improved the situation. They have established a fixed sponsor's contribution. While in North Carolina for the past year the state average for sponsors' contributions was 23.4 percent, beginning January 1, 1940, this average must be raised to 25 percent. Moreover, already burdened relief agencies throughout the country will have to tackle the fresh applications of 650,000 WPA workers who have been on the rolls eighteen months or longer. As the number and the scale of projects decline, local welfare officials will be more than ever reluctant to certify workers to WPA, because those that WPA cannot provide for will, as eligibles, have a claim on local relief. This reluctance will increase if, in the forthcoming readjustments of rates, southern WPA wage scales are raised sharply to northern standards, for officials will be under pressure from local employers who are naturally hostile to the idea of work relief which pays higher wages than they themselves are prepared to pay. [See page 281.]

North Carolina is only one state among forty-eight. Reports from all parts of the country reinforce the lessons of North Carolina's experience: that local control is the source of the very weaknesses which the critics propose to remedy by increasing local control. Here is a vicious circle—the greater the difficulties due to local control, the greater the demand for increased decentralization. To this observer, the possibility of continuing an effective work relief program depends on the possibility of breaking the circle. And the obvious way to do this would seem to be to increase, not minimize, state and federal control of WPA. For WPA is essential in the American scene of today. This, I feel sure, would be the considered opinion of anyone who has witnessed the moral, economic, and political effects of unemployment in Europe, which have been neither prevented nor substantially mitigated by outright relief. To an observer able to make such comparisons, WPA looms up as the most successful device anywhere adopted to alleviate unemployment.

The present article has analyzed some of the defects of WPA. The epic of its accomplishments remains to be recorded. It will fill not a few pages, but many volumes. In North Carolina, at the time of my visit, the outstanding achievement of WPA was the improvement in the lives of casual and seasonal workers. These odd-jobbers and under-employed, drifting between the land and the factories, had never known the stability and the living standard of steady work before WPA. For the first time in the experience of most of them, white and Negro workers are paid the same wages for equal work. And a Negro worker told me, his face glowing with enthusiasm, "The gover'ment is the best boss I ever had."

"I'm Not Too Old for Goings On"

By ELEANOR FEENEY

District Supervisor, Old Age Assistance Service, Cook County Bureau of Public Welfare, Chicago

CHEERY fires and candlelight brought out the glow of the copper coffee service and the brilliant colors of fall flowers. Cakes and coffee were being served by district and settlement workers to 175 friends and neighbors who had just enjoyed a movie, for many of them their first in years. They had come, some from the din and confusion of crowded homes shared with children and grandchildren, some from the lonely four walls of a furnished room, to a "theater tea" at the settlement. Each and every one of them agreed with the old lady who said, "After all, I'm only eighty and I'm not too old for goings on." Their economic usefulness over, their individualities lost in the stream of oncoming generations, their recreational needs unrealized and unmet, these 175 old folk, a handful of the 42,000 in Cook County, Ill., who are receiving old age assistance, found release in each other from loneliness and isolation.

Before the social workers started their series of parties they considered long and earnestly the kind of recreation that might best fit the needs of the lonely old folk. The first party had as its focus the idea of occupational therapy such as woodwork, metalwork, patchwork, mending or knitting. The guests were cool but polite until one old fellow banging his fist on the table, said for all to hear, "Hell no! I didn't come to work! I came to be amused!" And amused they have been ever since, with the party-planners holding fast to the ideas, first that the entertainment must offer a release from loneliness and isolation, and second, that whenever possible the old folks would plan it.

Three types of enterprise—recreation if you like—developed. A number of settlements offered space, facilities, and the cooperation of their staffs in arranging programs which they knew that their aged neighbors desired; second, a small project of volunteer visiting to shut-ins was developed; third, local clubs of old folks were organized by case workers in neighborhoods which were not near enough to a settlement to profit from its program.

Naturally, the settlements knowing the educational and recreational tastes and needs of their neighbors, offered the most widespread facilities and reached the most old people. Beginning in September with a "theater tea," several settlements have had monthly parties of one kind or another. Hallowe'en, Thanksgiving, Christmas, Valentine's Day and Saint Patrick's were the occasions for special celebrations usually with programs that left plenty of room for impromptu features. Some one or other would volunteer the

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information that Mary Smith could sing, or that in 1880 John Brown was South Carolina's best known harmonica artist; or that John O'Grady in the next block was none other than Monsieur St. Georges, world-famed magician. These bits of information, shyly given, led to entertaining features at party after party. The younger neighbors of the settlements became interested: "How are the gran'paps tonight?"; "Do we give up the dance hall so the old folks can Big Apple?" And as the young eyes began seeing grandparents as people in their own right: "Have you heard my gran'daddy get hot on the harmonica?"; "My gran'ma ain't half so cross as she used to be since she's been cutting up at these parties."

THE Christmas party at a settlement in a Polish neighborhood made a big hit. The program, a simple play written by a former staff member, was given by the children of the neighborhood. A little crippled boy wandered out into the woods on Christmas Eve looking for the Christ Child. He met the wood-folk whose quaint songs cheered him on his way. In the last scene, the little boy found the Christ Child. To the soft strains of "Wsrod Nocnej Ciszy"—the favorite Polish Christmas carol—Polish carolers came down the long central aisle of the theater carrying the Crêche to the child waiting on the stage. A murmur ran through the crowd of old folks, and they rose to their feet to join the carolers as though they were back through the years in their home villages.

Spontaneous participation in programs of this kind built a solidarity among the old people which at one of the settlements soon flowered into a self-governing group. It began with a discussion by half a dozen or so oldsters of the possibilities of organizing a regular club to which one might "belong," and through which one might "do something." A committee of four men and four women worked up a tentative organization plan unique in its proposal for two presidents—a man and a woman—who would preside at alternate meetings. It also proposed a visiting committee and the establishment of a flower fund, the expenses to be covered by monthly dues of 20 cents. All the proposals were warmly approved, especially that for a visiting committee which met, without precisely voicing it, the haunting fear of lonely illness or death, always present in the minds of the aged.

It is only necessary to know the old people participating in these programs to recognize the need which they fill. The enthusiasm and gratitude is touching, whether expressed in Polish, German, Yiddish, or with a New England accent. "It's nice to have some place to go to meet people of your own age. . . ." "See my new dress; my daughter-in-law bought it for me last year but until now I haven't had any place to wear it. . . ." "It's nice to get out and have some fun." "Can I take a piece of cake home to Lovey? Her leg's bad and she couldn't come today. . . ." "I met Katie Long here today. I haven't seen her since Pat O'Flannagan's wake ten years ago." The crowning tribute came from Jan Derengowski whose awesome waiting-room technique long had been a trial to many a patient case worker. Jan came to the district office the day before the Christmas party, marched up to the worker with fire in his eye, pounded on the desk and said: "Where's my invitation? I like them parties."

Many old people live in neighborhoods not readily accessible to settlements where recreation is found through long established card clubs, social or church activities. In such places the workers have helped the old people to reestablish broken contacts or to make new congenial ones. For example, there is the Borrowed Time Club which was started in 1875 by a group of old people meeting in Father Robbins' harness shop, and named from Father Robbins' familiar quotation—"I don't owe any man a dollar, but I am greatly indebted to Father Time." The club, originally limited to men, admitted women for the first time in 1926. The only entrance requirements are "three score years and ten" and the recommendation of a member. The club now has grown to some 250 members from every walk of life. It arranges weekly meetings; arranges for space in certain parks and playgrounds in the summer for club members who play checkers, croquet, or who just want to sit and watch the world go 'round: maintains a visiting committee and a flower fund for the sick.

In another neighborhood where old homes have been turned into light housekeeping rooms often occupied by lonely old people, the case worker, through the local Chamber of Commerce, obtained quarters in a conveniently situated hotel to use as a club room. All the old ladies in the neighborhood were invited to the first party for which interested friends supplied refreshments and entertainment. The old ladies turned out practically en masse, and had such a good time that they decided to have a club for themselves. The club sews for children's homes and nurseries in the neighborhood, thus reestablishing the old ladies' sense of usefulness. But most important is the congenial companionship that it offers.

GROUP recreation, however, does not meet the needs of all the aged. Many old folks, separated from family and friends and unable to leave their cubicle rooms because of infirmities, spend long solitary days wishing for a little human companionship. Several of the settlements blessed with trained volunteer visitors who understood thoroughly the policies under which public old age assistance functions, recognized this need of their neighbors and offered to try to meet it. These visitors started friendly calls to deliver a magazine, a pot of flowers or a glass of jelly. They stayed because their interest was captured by what it meant to the shut-ins to have someone to talk to about the past; someone to do a bit of shopping for them or to write personal letters; someone to help them in trips to clinics and to do a hundred and one other simple little services. One volunteer came on a former music teacher mourning over the discordant notes of a beloved old piano, the only relic of by-gone days, which proved to have a beautiful tone after a piano-tuner, called in by the volunteer, had put it in order. Another volunteer made friends with an old lady who had been a skilled weaver in her native Norway but who, because of failing eyesight and lack of materials, had sat for long months, years perhaps, with idle hands. The case worker "found" glasses for the old lady and the volunteer "found" materials Encouraged and interested this old lady began to help with weaving classes at the settlement and presently forgot her infirmities in the joy of recovered usefulness.

There is no question of the value to the old people of these simple efforts to widen their horizons and give them back a sense of belonging to a going world. Of course not all of them respond to friendly overtures in the same way, but as the programs gradually become self-motivating more and more of the old people find in them an expression of their individual and collective need for "goings on."

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Not Quite a Living

By JULES BERMAN

Rochester, N. Y. Department of Public Welfare

"RICH man, poor man, beggar man, thief, doctor, lawyer, merchant-chief. . . ." In recent years, the public welfare departments of our large cities have dealt with almost all of them. But it is the last of them, the "merchant-chief" or, more exactly, the small business man who can't quite make a living, who brings the most difficult problems to the relief administrator.

The small independent grocer, squeezed by the chains; barbers, painters and paperhangers, victims of the abundance of their own kind; small contractors, survivors of the building booms; owners of small printing presses, underbid by modern machinery; these, and many others who can't quite make the grade to self-support, bring their troubles to the public agency.

In the old days small business men simply never made an application for relief. The very timbers of the old poormaster would have shivered at the mere thought of such a thing. If a barber shop ceased to be profitable the owner would do the best he could to make a living, perhaps in another business or perhaps by working for another barber. If he was unable to support his family he might eventually come to the relief agency. But he came not as a barber with insufficient income, but as a man out of work. The depression era changed all this. When the relief rolls skyrocketed in the early '30s a new category of relief applicant, symptomatic of the strain and stresses of the times, confronted the harassed administrator.

Today's limited job opportunities tempt a man conducting a small unprofitable business to stick to it rather than to seek employment elsewhere. The same condition has brought about a mushrooming of marginal business activities. Thrown out of regular employment, energetic individuals have set up small businesses on a shoestring in the hope that they will yield at least partial support until the storm blows over.

Exploitation of disorganized industries is a tempting field for would-be small operators. For years, the rags, paper, and old metal business was in the hands of comparatively few dealers working directly with collectors who had their regular routes. In one city, junkmen were organized in a union consisting of approximately fifty members. At the present time, membership is considerably less and represents only a fraction of the number of "junkers" actually working.

The dry cleaning business offers another example of uncurbed exploitation. A dry cleaning sign on a store no longer means that cleaning is done there. The system of the large dry cleaning companies has encouraged, more or less, the opening of small independent stores around the city which act as mere pick-up stations for business. This has created opportunities to operate a shop with very little capital, even if pressing and other services may be performed. Those who have had some experience in clothing factories are especially attracted by the idea of a dry cleaning shop.

The failure or semi-failure of such ventures into business, sometimes valiant, sometimes foolish, brings a considerable number of people to the relief agency for help in their predicament. Off relief today, on relief tomorrow, their income always difficult to ascertain because of the nature of their businesses, they put up to the agency the difficult question, "Stay in business, or not?"

The very basis for handling this new relief category is questioned by many community groups. Public opinion on the subject has been most articulate and there is definite pressure against accepting the cases, with the charge frequently made that encouragement of marginal business operators creates unfair competition for solvent merchants. Minimum subsistence assured by a regular relief grant puts a man in a position to cut prices. In shoe repairing, for example, where prices usually are not standardized, price cutting is possible and is almost certain to draw business away from the self-supporting shops. Among barbers, where the unions enforce a uniform price, the charge is made that the available business has become so scattered that it is difficult for any barber to make a decent living.

Countering these charges is the opinion among the taxpayers that people must be helped to become self-supporting. "Give a man a chance, carry him along for a while and he may be off your hands for good."

THE story of Angelo, the barber, is typical of a whole range of cases. Angelo, after a long struggle, admits his inability to support his wife and five children and applies for assistance. He is fifty-three years old and has been a barber all his life. He is proud of his own barbershop and scorns the idea of ever working for anyone else. The trouble is, however, that Angelo's business has fallen off. The people of his neighborhood, once steadily employed, are now practically all dependent on home relief and WPA. Even people on home relief have to get haircuts, but they don't get them as frequently. And since the unions enforce a standard price there is no special incentive to go to any one shop. Angelo waves his hand and tells of all the new barbers in the neighborhood in the past five years. He knows that none of them is making a living.

An investigation of Angelo's business shows that his net income is around $50 a month, which leaves a big deficit in a minimum subsistence budget for seven people.

The implications of Angelo's application are serious. The only skill or experience this man has is barbering, and apparently he is a good barber. However he is of the old school; his methods are old-fashioned and he cannot be induced to change them. He resents any suggestion that he give up his independent status and get a job—if he can—in another shop. And yet it is perfectly apparent that his business probably never will return to normal. The character of the neighborhood has changed permanently, his old customers will never return and new ones will not come.

Here he is, then, a man of fifty-three who, in all human probability, never again will be able to support himself by his trade. If his case is accepted for supplementary relief he will become a permanent relief charge. His children are still too young to be employed, and experience has shown

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that children who grow up on relief cannot be depended upon to remove parents from the rolls. If Angelo is pressed, perhaps forced, to give up his business and seek employment elsewhere matters scarcely will be improved. Jobs for men his age in any field are not easy to find and Angelo would face this contingency with a broken spirit. To reject his case means certain suffering for his family; to accept it means granting relief for years to come.

The story of Stephen, a cigar maker, is typical of another range of cases. Stephen is thirty-five years old with a wife and several small children. He is an experienced cigar maker who sells his special, Italian-style cigars to Italian grocery stores, tobacco shops and taverns. A study of his business shows that his income, like Angelo's, amounts to about $50 a month, but that his business methods are poor and his records careless. His competitors charge that he is a violent price-cutter but admit that he is a good workman, unquestionably the fastest cigar maker in the city. Several of his largest competitors say that they willingly would employ him at a good weekly wage.

Now what should be done about Stephen? He is determined to remain an independent entrepreneur but he can do so only if taxpayers' money is used to help support his family. He is a young man and has many good working years ahead of him, but he is not a good business man. To accept his case would mean subsidizing a price-cutter and assuming an obligation toward his family which might continue for many years. Refusal, however, would force him to decide whether to continue his unprofitable business or accept work with one of his competitors. Acceptance of Angelo's case, refusal of Stephen's, seems almost inevitable.

All small business cases, of course, are not so simple; any number of factors may confuse the issue. For one thing, acceptance or refusal of an application does not always depend wholly on the merits of the case. General business conditions often are an overshadowing factor. When job opportunities are scarce one must think twice before refusing that supplementary relief which would permit a man to continue his business. The traditional half a loaf is better than none and the refusal of supplementary aid may bring on the necessity for full relief.

Whether a good business man must be born or can be made is a moot point, but the fact remains that some people are not cut out for business. Even a casual examination of small business applications shows that many people are attempting to conduct small enterprises for which they are poorly equipped. Occasionally their near-failure is due to lack of capital but more often it is due to lack of native business ability. The problem presented in their applications for assistance is more a matter of vocational adjustment than anything else. Here, however, one confronts the fact that at the present time jobs are so few and far between that in looking for one it is a rare luxury to be able to follow one's interest and ability.

With case loads in public relief agencies at a high level, the small business man easily can be so "lost" in the case load that enforcement of agency policy becomes impossible. To prevent this, the temptation is to set up a policy for such cases at the intake unit. But this practice almost inevitably leads to arbitrary decisions which serve the best interests neither of client nor community. A general policy of rejection, for example, involves the agency in a gamble. Will refusal to supplement mean that somehow the family will get by without relief, or will it cause the family to drop the disqualifying small business and apply for full relief? The stakes are public funds and human lives.

The applications of small business men are case work problems and should be decided on an individual basis. In addition to the needs and abilities of the applicant, consideration should be given to general business conditions and to conditions within the applicant's own line of work. Conditions in a particular business do not always follow the general business index. Shipments of scrap metal to Europe depend on government policies and international situations. The junkman's business, one might almost say, is made or broken in Washington, with little reference to business conditions. A general wave of prosperity means nothing to ice peddlers, whose customers are buying mechanical refrigerators.

Individual consideration of small business cases should include a special plan for decisions on acceptance and for supervision. Perhaps certain workers should carry these cases exclusively. Or if this is not feasible, the cases might be carried by regular workers but the control retained by a small committee of interested members of the staff who would meet periodically to review them. This is the procedure in Rochester. The policy of the agency toward small business cases should vary as changes in the general business outlook occur. When times are good, their relative proportion in the case load should diminish. During a period of depression it is difficult to tell whether a case needs only temporary supplementation or whether the applicant is temperamentally unqualified to carry on his business. The acid test is a period of prosperity. If at that time, cases accepted on a temporary basis are still in need of assistance, supplementation of the business should cease and the client thereby be forced to enter the active labor market.

Casual Notes

While Considering a Handbook for Administrators and Semi-Executives

By LOUIS TOWLEY

ONE should soon forget that the path of least resistance is paved with good intentions. To remember is to saddle oneself with the millstone of consistency.

"PHILOSOPHY" IS A WORD WITHOUT WHICH MANY ADMINistrators and semi-executives would be speechless. Since the consequent wish to abolish it cannot be fulfilled, brief comment on its vernacular meanings are of some use. These meanings include "principle," "opinion," "purpose," "humor," "inclination," "whim," "intention," "belief" (in sense of opinion), "reaction" (popular use), "course of action," "alternative," and, rarely, "philosophy." (The word is confusing in the last meaning.) The use of "philosophy" in any of these meanings or their synonyms dis-

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closes, at practically no cost, a pleasingly serious turn of mind and hints at unplumbed profundity whose depths could be sounded if there were but time and if the hearers could only follow. It is also tactful since it can be used to suggest the fact of the latter condition. In its jargon meanings "philosophy" is one of the best of the stuffed-shirt words. It is a must for all administrators and semi-executives until it is thrown back at them by the underlings.

When homely weakness and simplicity indicate the word "explain" in a statement of instructions or mere exposition, it is customary to use the word "interpret." (As in "It is very important that the social worker interpret the patient's condition to himself and his family, since many problems often arise. If the social worker can interpret the need of the child's adhering to the diet and secure the cooperation of the child and his family, good results can be expected.") The use of this valued word gives much éclat to the sentence and, because the words are not wholly synonymous in all senses, a pleasing confusion results. This fuzziness in expression is a useful means of conveying a sense of depth and penetration at no expense of thought.

The usual "interpretation of statistics" consists in taking the more obvious figures and main headings of a table and embodying them in a sequence of sentences, being extremely careful not to draw or indicate any embarrassing conclusions. This is based on the sound principle that no one ever reads tables anyway.

A certain breezy, noncommital interest can be expressed by saying "Harya" on passing or meeting any employe, or even a stranger. If it is desired to give a dignified, aloof impression, this vocable should be pronounced as if spelled "How are you?" No meaning or real interest in the other person's welfare is normally expressed by this universal appendage to, or substitute for, an ordinary greeting.

"Emergency" is the password to approval of any project or principle, provided only that it is wild enough. "In thy name are angels let to do what devils scorn to favor." The "emergency" point of view is valuable if properly fostered. It dulls criticism and annuls analysis. In a crisis what man would dare a foolhardy word of common sense? He would be a mug, if not a mugwump.

"Personally," in introducing an opinion, is a graceful way of expressing a universally accepted truth and getting credit for originality and courage.

The words "I may be wrong" thrown in before an expression of opinion really mean "but you darned well know I'm not." At the same time they preserve a charming show of modesty and unobtrusive authority. They must be used only when the opinion is most obviously right, thus leaving the hearer speechless and laying the ground for unquestioned acceptance of a later questionable opinion not so introduced. (Caution: Used unwisely this device can be disastrous. The speaker proved wrong is shown to be right only in his thoughtless doubt of himself. The spoken doubt, when justified, leaves a broken man.)

When the way is not clear for an administrator or semi-executive to make a really masterful or spectacular decision, and when a survey, or study, or other questionnaire device is not practicable, a useful weasle is to call for "a further breakdown of available statistics." This is vulgarly known as "putting the eight ball in your pocket" and saves more faces than a catcher's mask. (Note: Although the foregoing is the common, or garden use, a breakdown is also routinely required in the subdividing of simple data into indigestible gobbets of information such as "The number of mothers of dependent children under sixteen whose foster father has deserted under warrant of abandonment outstanding three months and who are living in a household not their own but eating with their knife at a table with blood relatives none of whom had last received public assistance within the year preceding acceptance of application from the recipient." From the standpoint of the underlings, not including the professional statisticians, a breakdown of this sort precedes the nervous type.)

The introductory phrase "Well, to be frank . . ." does not mean that the speaker previously has been evasive or subversive. On the contrary, it heralds (a) a platitude or truism; (b) a well-phrased falsehood or half-truth; or (c) a shrugging of the shoulders open to subjective interpretation. The latter is often accompanied by a rueful look acknowledging a point of agreement "but what can I do about it?" Used very effectively by the smoother operators.

When a person says parenthetically "I'm thinking out loud now," he means that he has thought it out before but suspects his thinking was careless and wishes therefore to be absolved of all blame.

When a grass-roots office receives a questionnaire, everyone knows that the main office wants to postpone decision on a problem involving heat, no matter what is done. When the returns are in, insufficiency of data forms a happy basis for further postponement. This can be continued indefinitely until the problem solves itself, merges with another problem, or disappears because one or more sources of heat are dissipated.

When it is necessary or desirable to obscure what significance might otherwise be apparent in statistics, the device usually employed is to divide, subdivide, and redivide until the component parts of the table or other matter approach as nearly as possible the number of basic cases or other items reported. Methodology can contribute impressiveness by confusing the means and adding complications. If too much significance remains easily apparent, skilful hands can qualify to the vanishing point. Any residuum visible to the naked eye can be rendered harmless by the phrase "so far as present data indicate." This is called "refining statistics." Its precedent, as pointed out many times, is to be found in the old scholastic argument over the dancer density of the point of a needle.

It should be borne in mind that almost any error involving a letter or other typewritten material can be imputed to the stenographer. As a repository of vicarious transgression, her slim shoulders have no equal in the modern world. Indeed, for their like, one would have to go back in history—and with a change in figure—to the professional breast-beaters. Practically any mistake can be passed off with a rueful smile, or an angry frown, and the words "That girl. . . ." One example will suffice: you refer to a board as a "known partisan body." When a member of that board comes to see you about it, you need only explain that of course what you really dictated was "non-partisan." Since one refers to practice and the other to theory, no one but an administrator could distinguish between them anyway.

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Senators, Doctors and National Health

By MICHAEL M. DAVIS

Chairman of the Committee on Research in Medical Economics, Inc.

FEDERAL officials prepared a National Health Program. A National Health Conference beat a bass drum for the program. Senator Wagner's National Health Bill put the federal side of the program before the 1939 Congress. Now there is a favorable report by a committee of U. S. Senators.

The American Medical Association through its official representatives criticized the National Health Program and opposed the Wagner bill. Now the Committee of Physicians for the Improvement of Medical Care, sometimes called the "progressive physicians' group," has just issued a statement asserting its "sympathy with the general purposes of the Wagner bill and with the program of the Technical Committee, upon which the bill is based." This, like the Senators' report, well justifies review.

The subcommittee of the Senate Committee on Education and Labor—including such diverse personal and political points of view as those represented by Senators Murray of Oregon (chairman), Taft of Ohio, Ellender of Louisiana, and La Follette of Wisconsin—in its preliminary report declares that it

> . . . is in agreement with the general purposes and objectives of this bill . . . wishes to give this legislation additional study and to consult further with representatives of lay organizations and of the professions concerned . . . [and] intends to report out an amended bill at the next session of Congress.

The Senators' report is thus significant politically. Sweet political harmony appears on the principle of federal action to aid the states in making preventive and curative medicine more available to their people. The committee substantiates its conclusions by citing facts which are generally familiar to *Survey Midmonthly* readers. In twenty pages it summarizes the studies and conferences out of which the National Health Program and the Wagner bill developed. "The evidence on needs, in urban and in rural areas, is overwhelming, as may be evident to anyone who will examine the record." This statement of the Senators carries a sting when one appreciates that it was made after hearing a long series of representatives of the AMA who proclaimed that the amount of unmet medical need in the United States had been grossly exaggerated.

The committee report quotes testimony from leading representatives of labor and farm organizations affirming the existence of unmet medical needs. It goes on to outline the "Principles Underlying the Bill," based on federal aid to the states and the methods of federal-state cooperative programs which have already worked satisfactorily for years on a relatively small scale in connection with the Public Health Service and the Children's Bureau.

The provisions of the bill itself and its financial proposals are reviewed in detail. No satisfactory summary of the bill and its background has been available prior to this report, and everyone interested in the subject will find it a source of succinct information.

The elaborate public hearings conducted by Senator Murray's committee produced a volume of testimony. Many of those who favored the measure objected to some of its provisions or omissions, had amendments to propose, or presented issues which should be solved through amendment. The committee itself concludes:

> A critical analysis of the present provisions of S. 1620 shows a number of points at which its specific purposes can be more clearly stated and its provisions improved. . . .
>
> Some misunderstandings seem to have arisen and criticisms have been expressed concerning parts of the bill. Some witnesses have assumed that it would bring about revolutionary or dangerous changes in medical care. We think these fears are unwarranted, but we will welcome further suggestions as to specific amendments which may safeguard the objectives of the bill. Medical science has reached a commendable status in this country. The bill should encourage the further evolutionary development of medical science, teaching and practice.
>
> The committee has received the assurances of many lay and professional groups that they will be prepared to furnish further information and suggestions. We expect to consult further with representatives of these groups.
>
> We do not . . . at this time have solutions for all of the problems which have developed in the study of this bill, but we are confident that solutions will be found as we proceed with our study and as we continue to receive critical advice and assistance which we welcome from public and professional groups and individuals who have assured us of their cooperation.

Space does not permit a review of the "Special Problems Raised in the Hearings," a part of the report in which the committee discusses the lines along which the bill may well be amended. The much criticized administrative decentralization in the bill as presented would already be diminished by the first effects of the President's reorganization plan, and further consolidation of coordination of federal health activities are raised by the committee as issues to be worked out.

The Committee of Physicians, on its part, is eager to maintain the quality of medical care under any system. Professional participation in administering federal and state medical programs should, they urge, be centralized, intimate and authoritative. "The objective should be to provide in every community a unified program of health service and medical care which will meet the standards approved by the General Health Council."

To achieve these aims, the physicians' committee makes several proposals which are specific—perhaps too specific at this stage. The Wagner bill hearings and the Murray committee report show clearly that the negative attitude of the AMA accomplished nothing; whereas the positive approach of the Committee of Physicians, even when critical, received earnest consideration. The statement of this group of doctors is worth studying by every layman who appreciates the fact that the maintenance of the quality of medical care is as much the public's need as it is the physicians' desire. Perhaps the main achievement of the Committee of Physicians has been to make apparent to important popular groups that there are physicians who will work with them towards a common goal.

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The Common Welfare

Red Cross Preparedness

EUROPEAN war clouds hang heavy as this issue goes to press. In answer to inquiries as to its moves in case all peace efforts fail and Europe plunges into the horrors of modern warfare, American Red Cross officials state that two immediate steps would be taken: first, co-operation with the State Department in the repatriation of American citizens; second, inquiry of the International Committee at Geneva and the League of Red Cross Societies at Paris as to whether assistance were needed from the American organization. Further action by the Red Cross in the United States would be predicated upon the replies from Paris and Geneva.

The statement stresses the readiness of the Red Cross societies in all countries, as compared with their situation in 1914. Today, the American Red Cross has 3716 chapters which in turn have 7133 branches and a nationwide membership support of 5,700,000 men and women. Twenty-five years ago there were fewer than 300 chapter organizations, and a membership not exceeding 3000.

The A.R.C.—with its experience in giving relief on an average of ninety disasters a year over the past sixteen years, and in such services as civilian relief, first aid and life saving, public health nursing, home hygiene instruction, and its aid to men in the regular armed forces—is prepared to go into action on a wide national front within a few hours. The American Red Cross also has enrolled Nurses Reserve Corps of 41,500 graduate nurses ready for emergency.

The International Committee with headquarters in Geneva, the guardian of the Red Cross war treaties, has a membership of sixty-three nations, the Red Cross societies of which have strong financial support and are well organized. The committee would have control of exchange of prisoners of war, of means of communication between civilians in nations engaged in hostilities, and in guarding the neutrality of the Red Cross emblem in hospitals, sanitary corps, dressing stations, hospital ships, airplane ambulances, and their personnel.

The League of Red Cross Societies, with headquarters in Paris, is composed of delegates of all the national societies, and has a twenty-year history of work in disaster relief, health preservation, and similar peace time co-operative movements between the national organizations.

Adjusted

THE new WPA wage scales which went into effect the first of this month have been ingeniously devised to provide a real boost to WPA wages in those regions in the South where they were farthest below standard, without making drastic reductions in the North. The net result increases the average rate throughout the country by $2.50 a month, which is considered permissible under the terms of the Emergency Relief Appropriations Act of 1939. At the same time it reduces the total of different wage schedules from 4000 to sixty.

Under the new order there are three geographical wage regions within which there are five classifications of workers: professional and technical, skilled, intermediate, unskilled "A" and unskilled "B". Each region is broken down by counties into four population classifications. Most unfavorably affected of any section is geographical Region I where wages in each category have slid down two to seven dollars a month. Those workers to suffer the highest cut are the ones included in the new classification, unskilled "B". These are persons doing unskilled work of a routine or simple nature which requires little or no formal education or previous training and which also entails no physical danger. Among them are included charwomen, elevator operators, flagmen, water carriers, messengers and the like. Whereas formerly they received $59.80 in Region I, they now receive $52 a month. Unskilled persons doing work of a more strenuous nature come under classification "A" and receive $57.20 a month. Professional and technical workers in this region who formerly received a median wage of $97.50, all now receive $94.90 a month.

The region to benefit most from the new scales is Region III, which is the "nation's number 1 problem," the Southeast. Here unskilled workers in cities over 100,000 who formerly worked for $40 a month have been given raises of approximately $6 to $10 a month, the unskilled "B" receiving $46.80, the unskilled "A", $50.70. In the rural areas unskilled workers who were receiving $26 a month are now receiving $31.20 or $35. The new scale, according to WPA headquarters, was based on a careful study of costs of living in the areas concerned.

Democracy at Teachers College

THE Congress on Education for Democracy, called by Teachers College, Columbia University, last month, was unable to formulate a specific program. The Congress was made up of some 400 delegates from twenty-eight "lay organizations"—patriotic, civic, farm, labor, racial, but with business groups predominating. These were matched by an equal number of "educator-delegates." The conference met in sixteen seminars, each presided over by a member of the Teachers College faculty. At the final meeting, the Congress presented a digest of seminar discussion. From many of these seminars, notably that on "What Shall Be Done?" the press was excluded. Prof. Lyman Bryson announced at a meeting of delegates that the reports of the work of the seminars did not in all cases represent the unanimous opinion of the participants. Only two concrete proposals were brought forward: that the organizations represented at the Congress encourage "lay conferences" (state and local) on educational policy; and that Dean William F. Russell of Teachers College appoint a continuation committee to consider the results of the Congress and a permanent organization.

While many of the addresses did not go beyond academic generalities, there were forthright expressions of the democratic point of view and its responsibilities by such speakers as Charles A. Beard, historian; Dorothy Canfield Fisher, former president of the American Association for Adult Education; Frank P. Graham, president of the University of North Carolina; John W. Studebaker, U.S. Commissioner of Education; Alva Myrdal, Swedish sociologist; and Ernest Bevins, British labor leader, who warned:

The supreme test for democracy may come at any moment.

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The whole world has been driven, in order to resist aggression, to adopt a war economy. Events move quickly and instead of war breaking out, peace may break out, and the combined ability of the great democracies of the world will be needed equally in that event to secure justice, as it would to resist aggression by force.

The two most publicized sessions, the dinner at the Waldorf-Astoria and the final mass meeting at Carnegie Hall, gave a hearing to several viewpoints not usually included in the spectrum of democracy. The most widely quoted dinner speakers were Earl Baldwin of Bewdley, former Prime Minister of Great Britain who made his first visit to the United States to take part in the Congress, and Winthrop Aldrich, chairman of the Board of the Chase National Bank and of the Lay Council of Teachers College.

Most surprising of the utterances at a gathering on Education for Democracy was the Carnegie Hall speech of H. W. Prentis, Jr., vice-president of the National Association of Manufacturers and president of the Armstrong Cork Company, who warned his hearers that "too much democracy" is the greatest "pitfall" now in the path of the American Republic. Mr. Prentis listed as the major pitfalls dug in recent years in the name of democracy: primary elections; direct election of senators; the spread of legislation permitting the use of the initiative, referendum, and recall; the delegation of sweeping powers to government commissions; the administration of the National Labor Relations Act. He concluded:

Hope for our Republic does not lie in more and more democracy. It hinges on the resurgence of individual patriotism and religious faith. The schools and churches of America must get into action—and that right early—if we are to keep the Republic our fathers died to found and save.

Whither Writers' Projects?

WHEN Congress liquidated the Federal Theater, it was understood that the Writers' Project would continue; but since last month, when WPA Administrator Colonel Harrington discharged Henry G. Alsberg from the position of national director, the project has appeared to be in danger of extinction. Under the relief act passed in June, it became necessary to reorganize the project throughout the country; apparently this reorganization was proceeding smoothly until the change in the middle of August. With the advent of a new director, inexperienced and with little known of his administrative or literary ability, the process of reorganization came to a halt. Now there seems little likelihood that the project will survive effectively in many states. The impression seems to be general that the administration of WPA does not want it to survive in its present form.

This impression is reenforced by the fact that the key editors on the project's Washington staff, responsible for the high standards hitherto maintained in the publications and the imagination that has gone into the planning of the work, have already been dropped or are to be dropped shortly. This decapitation of the project threatens to result in eventual deterioration of the publications to the level of booster literature, if indeed any new publications are undertaken.

The general public may not for some time become aware of what has happened to the Writers' Project because, when Mr. Alsberg was discharged, 128 project books were on the presses and about sixty-eight manuscripts were ready to go to press. Meanwhile, unless the picture changes radically, the manuscripts still in work, of which there are more than six hundred, covering many and varied aspects of American life and including a number of local guides and regional books, may never be completed, or at any rate, will not be completed in the manner planned.

Sidney Howard

WHEN, late in August, Sidney Howard was accidentally killed by a tractor on the Massachusetts farm which he loved more than any other spot in the world, the American theater lost its most creative playwright. In Hollywood, on Broadway, and in literary circles, his talent and influence, and his constant encouragement to young writers, have been the subject of many appreciative obituaries. Yet no single source of comment could do justice to the career of a man of such versatile, but sure, powers. By fateful coincidence, at the time of his death, he was working upon a dramatic adaptation of Carl Van Doren's life of Franklin. Like Franklin, Howard was an original American, who quested after the meaning of things—war and peace, human motivations, industrial relations, social problems and social reforms. Perhaps the achievement of which he was prouder than he was even of the plays that gained him fame and fortune, was his bold research and vivid journalistic documentation during the early twenties, on labor espionage. That ugly institution—professional labor spying—has since been studied and exposed by many official agencies. But when Sidney Howard, just home from the World War, embarked on his inquiry, working with the staff of the Bureau of Industrial Research, and published his findings in a sensational series of articles in *The New Republic,* he was a pioneer, one of a small group which included his collaborator, Robert Dunn, and the late Dr. Richard C. Cabot of Boston, who had made preliminary studies in the field. There were physical dangers attached to the assignment, and risks to a career, for commercial magazines had begun to avoid muckraking writers. But so compelling was the ability of the young journalist who had left Baker's drama class at Harvard to go to war, and who emerged in command of an aviation squadron, that even Hearst encouraged him to expose the narcotic traffic, and to cover the coal strike in Pennsylvania. These experiences, close to life as it is lived, contributed to the realistic liberalism of an unselfish man. Howard was president of the Dramatists' Guild, and head of the Playwrights Company. He proved, by example, that dynamic American culture is not an ivory tower affair.

New General

THE election of George Carpenter to succeed Evangeline Booth as general of the Salvation Army indicates that progressive forces are still in ascendancy in the Army's High Council. General Carpenter began as "printer's devil" in Australia and worked up through the Salvation Army editorial offices to Chief Secretary of the Australian district and eventually to Army Commander in Canada. Before the election, the High Council passed a resolution expressing the desire that the new general should make no changes in the constitution of the Army without the "fullest possible consideration of and consultation with the commissioners of the Army." Under the Army's constitution the general has autocratic powers. General Carpenter has promised to "use them democratically" by appointing and consulting an advisory council.

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The Social Front

Among the States

PREMATURE was the ful note sounded in the Jul· *Mid-monthly* (page 219) ·l- vania "social legisla· veto has since nul' then recorded, · civil service h' give the sta· Saved from th· raising the juvenil· came law with the g Also approved were th· doubtful value—the Van the Geltz alien registratio· Pierson work relief bill. The a· istration act requires all aliens who come to this country since 1908 and ha· not filed naturalization papers to register with the state annually at a fee of $1.

The provisions of the Pierson act recently began to operate through a trial leaf-raking project at Williamsport. Thirty men drawn from a list of 1414 "primary workers" were put at work in the city park "in addition to regular (park) maintenance work provided for in the city's budget." All were drawn from the unskilled labor classification. Three weeks later, at this writing, there were enough projects going to provide work for 5200 relief recipients—less than 3 percent of the 175,000 certified as able to work for their allowances.

Advance—One of the "forward" states in 1939 legislation was Nebraska, where the recently adjourned legislature left behind several modest but definite improvements. Important among these was the act authorizing the State Board of Control to set up a merit system for the selection of all local personnel in the public assistance administration. Public assistance itself received an increased appropriation which, it is hoped, will have the effect of an appropriation for direct relief. Nebraska has no state funds for general relief, but since the state requires no county contribution toward the categorical programs, theoretically the enlarged appropriation should leave more local funds for direct relief. A new fund created was the state boarding home fund for children, the first in the history of the state.

New Jersey—The deadlock in New Jersey over relief financing finally was broken last month, the eighth in the battle of endurance among three opposing legislative factions. [See *Survey Midmonthly*, June 1939, page 183.] The outcome was something of a compromise between those lawmakers who had been holding out for a bond issue for relief financing and those who wished to divert funds already available for other purposes, with advocates of new taxes getting nowhere. The total appropriation finally agreed upon for the 1939-40 bi-·nium was $33 million of which $21 ·n is to come from the floating of ·ds (if a referendum to be held · approves), $2 million from ·f grade crossing elimina- ·llion from the diversion $3 million from the from the sinking ·rowings out of is to be ·mount de- ·d deh· honor · agreement Weary were · state's creditors · their 10½ months · bag." At the time the commitments amounting to were outstanding.

A by-product of the legisla· wrangling was the demand for an inqu· y into the local administration of relief. The investigation, now underway, has already given the Trenton set-up, object of many bricks, a clean bill of health. Another legislative action, viewed more hopefully by those who look forward to the eventual elimination of the "emergency" character of the whole New Jersey relief system, was the blanketing into civil service status of all the auditors for the State Financial Assistance Commission.

First woman dean in any Jesuit institution in this country and possibly throughout the world is Anna E. King, well known authority on adult and juvenile delinquency. Miss King recently was appointed dean of the School of Social Service at Fordham University, New York, where for the past five years she has been associate professor of case work and director of field work for the school.

Not Legal—The stringency of the Illinois residence law governing relief recipients [see *Survey Midmonthly*, August, 1939, page 248] was somewhat lightened by the recent ruling of the attorney general abolishing its retroactive aspects. Holding that the law cannot legally be retroactive, the ruling established three points: that the act does not affect those on relief at the time of its ·ssage; that it does affect those who since applied for relief; that though ·des that relief funds may be used ansportation of ineligible appli- ·o a state of previous residence, ·ants cannot be compelled to leave · state.

In Connecticut—Disappointed were social workers and the socially conscious at the negative attitude of the recent Connecticut general assembly. Among the promising measures killed were bills providing for full participation in the federal ADC program; for a state system of juvenile courts; for the establishment of paternity for children born out of wedlock. Also defeated were jail reform and adult probation bills. But in spite of the assembly's surly mood toward social welfare legislation a few progressive measures managed to get by. Among these were changes in the housing law to permit municipalities to participate more freely in the federal program; raising of the maximum weekly old age allowance from $7 to $9; the abolition of county health offices and the transfer of their functions to the State Department of Health, thereby insuring more adequate services throughout the state; the legalizing of hospital insurance, medical service corporations and credit unions. The latter were placed under the jurisdiction of the State Banking Department.

Trouble—Personnel standards in state and county offices of Arkansas' Public Welfare Department are now under the scrutiny of three representatives of the Social Security Board to determine whether the state is meeting the board's

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requirements. Already the investigators have "suggested" that the qualifications for certain positions on the field staff be raised. . . . In Georgia the State Department of Public Welfare has been informed by the Social Security Board that unless the state makes "adequate provision . . . for the eligible aged, the blind and the dependent children . . . federal funds will be withheld." The State Welfare Board has requested the governor to call a special legislative session to appropriate the required funds. . . . Ohio has not given up the fight for the $1,338,160 in old age assistance funds withheld from the state last October by the Social Security Board. [See *Survey Midmonthly,* December 1938, page 385.] A bill directing the Treasury to make the payment passed the House but was lost in the subsequent rush for adjournment. Ohio representatives plan to press for its passage in the next session of Congress.

The Insurances

THE job insurance activities of the Social Security Board's Bureau of Unemployment Insurance and the job placement activities of the U.S. Employment Service will be consolidated in the new Bureau of Employment Security in the Federal Security Agency. Oscar M. Powell, executive director of the old compensation bureau, will head the new agency. The board sees the new bureau as "bringing together under one head in Washington two closely related functions which are already coordinated in the states." [See "Balance Sheet of Unemployment Insurance," by William M. Leiserson, *Survey Graphic,* March 1939.] In the bureau there will be a division of unemployment compensation, a division of employment service, and a division of field service. The last named will be the channel through which the new bureau will deal with state job insurance and placement agencies.

The Last Two—When on July 1 the last two states, Montana and Illinois, launched their unemployment compensation program, every state and territory and the District of Columbia had job insurance in force. The Social Security Board estimates that about 27,500,000 business and industrial workers are covered by these measures. Illinois paid out its first check on July 24. It was for $16 and was sent to James Joseph Sredl, an unemployed machine operator. The Illinois Department of Labor estimates that between $40 and $60 million will be paid out before the end of the year, about half to Chicago workers, the balance "down state."

Summer Increases—A summer rise in the number of applications for social security account numbers is found by the board to represent the appearance on the labor market of thousands of young men and women leaving school and college and entering employment. The increase is also due in part to the fact that many workers not previously in covered occupations take such seasonal employment as work in canneries, summer hotels, recreational centers, and so on. In June 435,004 account numbers were issued, an increase of nearly a third over the figure for May, 296,591. As of July 1, there were 44,727,520 established old age insurance accounts.

Lump Sum Payments—Under the amended provisions of the Social Security Act, the board on August 9 stopped accepting claims for lump sum old age insurance benefits from wage earners reaching the age of sixty-five. Under the changed program, these workers will have an opportunity to draw monthly benefits for life, payable January 1, 1940. The board estimates that about 485,000 persons past the retirement age will be entitled to monthly benefits next year, and that such payments will exceed $110 million during the first year. The total includes not only payments to retired wage earners, but also the additional benefits provided by the amendments for wives and dependent children of retired workers, and for widows, orphans, and dependent parents of workers who die. [See page 267.]

State Revision—In anticipation of congressional action on the unemployment compensation tax, the New Hampshire legislature passed a measure in late July giving the commissioner of labor authority to reduce the tax when the balance in the unemployment fund reaches $5 million. . . . In Nebraska, part time workers in regular employment may now file claim for partial benefits, under amendments to the state law enacted at the last legislative session. . . . Representatives of industry and labor have met with the Alabama director of industrial relations to discuss proposed changes in the unemployment compensation program to simplify the payment of benefits and to ease many "burdensome" features of the present law. . . . The Cleveland *Plain Dealer* reports that a special session of the Ohio legislature may be required to make the state laws conform to changes in the Social Security Act, especially with respect to unemployment compensation.

Record and Report—The proceedings of the twelfth conference on social security held by the American Association for Social Security, Inc., are now available in book form, under the title "Social Security in the United States, 1939." Price $2 from the association, 22 East 17 Street, New York. Section topics follow those of the conference program: Looking Ahead in Old Age Security, A Reconsideration of the Old Age Insurance System, Lessons in Unemployment Insurance, Integrating Social Insurance and Relief, Facing Health Insurance, Towards the Social Security Goal. The volume includes a statistical summary of old age pension and unemployment insurance programs in this country.

Youth and Education

THE "cellar clubs" of New York youth are not breeders of crime, but rather "the best answer that many young people can find to their recreational needs," according to a recent study made by the staff of the Henry Street Settlement. The report, "Rooms of Their Own," covers twenty-eight East Side groups located near the settlement with a total of 707 members. These groups of young people in their late teens and early twenties meet in unused cellar rooms for games, "swing sessions," and sociability. Some of the club rooms have been decorated with murals and furnished with articles bought in second-hand stores and repaired in settlement workshops. The New York City police estimate that there are about 5000 cellar clubs, and that 150,000 young people find their recreation in these independent centers. For the past two years there has been a Federation of East Side Clubs, with a code of conduct including such rules as these: "The use of profane language is prohibited"; "the radio must be kept down at all times"; "club rooms shall be kept clean, and the sanitary code strictly enforced"; "any person of low character must not be allowed as guest in clubroom." The settlement report suggests that neighborhood agencies assign a full or part time staff member "as a combination liaison person, club visitor and informal adviser to such groups."

Backgrounds—A study of the 4681 students who have benefited from the federal student aid program at the University of Minnesota in the last four years made by Dorothy G. Johnson and Malcolm M. Willey and published in *School and Society* gives interesting information on the young people and their backgrounds. The study shows that from 1934 through 1938-9, almost half the FERA—NYA students (47.8 percent) were from families of three or more children; 11 percent, on the other hand, were without family ties and entirely on their own. Only 7 percent were from families with an income of $2000 a year or more; 44.5 percent came from homes with $1000 or less a year; nearly 25 percent from homes in the $1000 to $1500 bracket. Almost 20 percent of those for whom data are available were from families with the breadwinner on home relief, work relief or unemployed. As would

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be expected in Minnesota, the largest group of students (18 percent) came from farm homes; the next largest group from the homes of industrial wage earners or white collar employes. The largest number of cancellations of NYA appointments (27 percent) was for purposes of taking another job, presumably paying higher than the maximum of $20 a month permitted under NYA regulations. As the report points out, "That students drop the NYA appointments to obtain other work is in itself evidence that no general bad habits of 'dependency' develop under the program—as is sometimes charged by the critics." The other two chief causes of cancellations are illness (11 percent) and "financial" (10 percent), "which means that the students are not able to supplement the NYA income and hence must cancel."

Labor Camps—A full description of work camps for young people abroad—purposes, methods, results—is contained in "Youth in European Labor Camps" by Kenneth Holland, a report published by the American Council on Education, 744 Jackson Place, Washington, D.C. First started about twenty years ago in Bulgaria, the work camps, according to Mr. Holland, are making significant contributions to the needs of youth in all parts of the world. Though the camps in various countries were usually established "to provide food, work, shelter, and lessons in cooperative living," Mr. Holland found that in Germany and in Poland, while the camps include these original purposes, much emphasis is placed on military training. The European study was undertaken by Mr. Holland in connection with the American Youth Commission study of the CCC, which he has directed. On the basis of his study, Mr. Holland holds that: "If the camps throughout the world are to be established on a permanent basis they should be integrated with educational, vocational, employment and adjustment activities of institutions already in existence." He also finds that "The camp is best adapted to the young man of limited social and economic background who has not adjusted well to the established school system."

Radio Teaching—Four thousand pupils in ten New York City junior high-schools participated in 1938-9 in an experiment to test the efficiency of radio instruction. Half the number heard broadcasts on health sponsored by the American Medical Association and the National Broadcasting Company, made up of thirty weekly dramatized lessons. The other two thousand pupils did not have this supplementary instruction. In tests at the end of the term, the Board of Education reports, the radio group averaged 3 percent higher than the "control group." It was found that lessons in individual classrooms, with small radios and small listening groups, were more effective than broadcasts before larger groups in assembly halls or auditoriums. The percentage of correct answers in the test was higher in classes in which the teachers had the use of a radio broadcast script before the radio lesson. Best results were obtained where teachers gave both a preview and a review of the facts presented in the broadcast.

Teacher Training—A cooperative study of the preparation of teachers and their continuing education while in service will be undertaken by thirty-four colleges and school systems in all parts of the country. The study, set up by the Commission on Teacher Education of the American Council on Education, will be financed by General Education Board grants amounting to more than $500,000. A two-week planning conference made up of representatives of the participating institutions was held at Bennington College in August.

Youth Administration—The NYA has announced allotments of funds providing for part time jobs for 450,000 students. College and graduate aid is determined on the basis of 10 percent of the college enrollment of students between sixteen and twenty-four years of age as of October 1, 1938. This year, 1650 colleges and universities are participating in the plan, and 25,500 secondary schools.

Relief and WPA

COMPARISON of administrative costs with those of other cities is no indication of the efficiency of relief programs, according to the American Public Welfare Association. A study of sixty-seven cities of over 100,000 population showed that their welfare agencies carried on fifty-five different activities. Administrative expenses varied by 4 to 26 percent. One variable which rendered such percentages useless for comparative purposes was difference in relief standards. Another was variation in the definition of "administrative expenses." Many city agencies seemed unaware that the certification of applicants to federal works programs bore no relation to "amount of relief granted." Only a few cities made a breakdown of expenses on the basis of specific activities.

Dark Outlook—Word comes from Chicago that the situation "hasn't been so black since early depression days." With relief families receiving only 65 percent "adequate" allowances [see *Survey Midmonthly*, August 1939, page 248] 24,000 persons are being let out of WPA because they have been on the rolls for at least eighteen months. Only 2000 of these are veterans who can be reinstated immediately. In spite of the large numbers of relief families it is feared that the Chicago Relief Administration will be unable to fill the vacancies because so many clients are disqualified by physical unfitness or other conditions. This means reduction in the value of the projects.

Reflections of a situation in which many families, fearing eviction, spend nearly all their relief allowances on rent, are beginning to show themselves. Clinics are nearly swamped with cases of malnutrition. Hull-House has found it necessary to substitute quiet games for the baseball and handball which the children are too weak to play. Alarmed, the city council has asked the governor to call a special session of the state legislature. There is, however, little expectation of an additional relief appropriation unless the city can find some way of assuming a larger share of the financial responsibility.

In the meantime total payrolls in Illinois are 25 percent higher than they were a year ago; Chicago department store sales are 7 percent ahead of 1938; new automobile registrations are 71 percent higher than last year.

Not Wanted—Residence requirements for relief eligibility continue to multiply though their elimination has been recommended repeatedly by students of the migrant problem. [See *Survey Midmonthly*, August 1939, pages 252 and 258.] Latest locality which would cast aside the family which does not "belong" is the nation's capital, where only those families who have been self-supporting residents of the District of Columbia for at least a year would be eligible for general relief, according to a new policy recommended by the Board of Public Welfare to the District Commissioners. Funds for District of Columbia relief come from the federal government.

Surplus Commodities — Jubilant over the "mechanical" smoothness of the food stamp experiments in the distribution of surplus commodities [see *Survey Midmonthly*, May 1939, page 144] the Department of Agriculture has announced plans for their extension to other areas. Already four communities, Rochester, N. Y., Dayton, Ohio, Seattle, Wash., and Birmingham, Ala., are sharing in the experiments; and plans for two more, Des Moines, Ia., and Pottawatomie County, Okla.—including the city of Shawnee—are underway. Studies of the Rochester experiment, the oldest of the lot, show that participation of eligible persons has increased steadily and that food sales in the city have risen beyond the amount represented by blue stamp purchases.

The Pottawatomie plan will be the first to operate on a countywide scale

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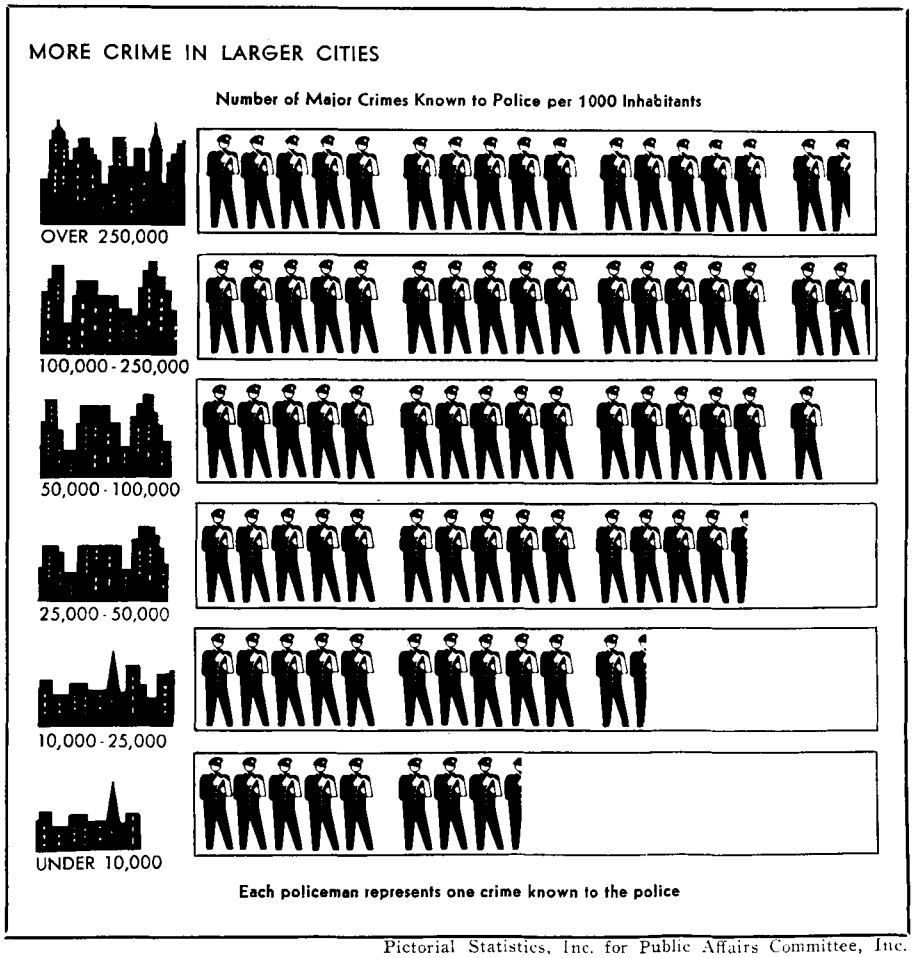
and will differ from previous experiments in allowing non-relief families with weekly incomes under $19.50 to share with relief families in the distribution of blue stamps. These will be given to them in a ratio of one for every two orange stamps purchased. Other non-relief families, certified as eligible for relief and without funds for buying the orange stamps, will receive the blue stamps free. The Shawnee Chamber of Commerce will aid in the investigation of the low income, self-supporting families who wish to participate. All participation, as in all the experiments, will be entirely voluntary.

Milk or Else—The old adage that "you can lead a horse to water but you can't make him drink" evidently does not apply to children and milk in the eyes of Pennsylvania's lawmakers. According to the recently enacted Eckels Act, now being put into effect, milk orders must be issued to all relief families with dependent children or containing an adult whose physical condition requires the use of milk "and the cost thereof shall be a charge against the allowances awarded to the applicant for assistance." The orders thus to be deducted from the family budget will cover one pint of milk per day per child under sixteen and in the case of an adult an amount "necessary for his physical welfare."

Swan Song?—Any vagueness felt as to the value of WPA white collar projects ought to be dispelled by the Report of Accomplishments of the Historical Records Survey in Massachusetts, published just prior to the congressional raid on white collar projects. In its three years of existence the survey staff has completed fourteen volumes indexing historical proclamations, manuscripts, letters, gazettes, portraits. Two volumes which analyze the present county and town governments in Massachusetts involved a study of 40,000 laws covering three centuries. In addition to these accomplishments the project assorted the records of 153 vaults of counties, cities and towns. Since its inauguration employment on the project has ranged between 175 and 400. Among the workers were former business men, lawyers, an author, an editor. As if in anticipation of a coming storm, at least half the report is given over to a line of defense—lists of prominent persons who have praised the project's work. Among these were nine college professors, five from Harvard University.

Clogging the Rolls—Single persons are threatening to monopolize the general relief load in Missouri, according to a recent survey made by the St. Louis Bureau for Men and reported in its publication, *Men of St. Louis*. The study found that in January 1938 unattached persons accounted for not quite 20 percent of those on relief, but by the beginning of this year they made up 29 percent of the total case load. It also showed that the trend was the same in rural and urban areas. Further analysis revealed that the growth in percentage was due to the large number of family cases dropped from the rolls. Though a representative of the Missouri Social Security Commission explains the slower turnover of single person cases by the fact that a great proportion of the unattached persons on relief are unemployable, *Men of St. Louis* suggests that it can be traced to the inexperience of case workers with undifferentiated case loads in handling single person cases.

In Print—"Emergency Relief in Michigan, 1933-1939," the third report of the State Emergency Welfare Relief Commission, is full of facts, figures and intelligent reasoning to show that the integrated relief program thrown out of the state by referendum last fall [see *Survey Midmonthly*, March 1939, page 84] is necessary for an efficient administration of relief. The report also examines the volume, cost and economic aspects of relief in the state and the social aspects of relief recipients. Charts and tables scattered generously give a stiff backbone to the trends mentioned in the text. . . . A valuable bibliography for persons contemplating research in relief problems has been issued by the Committee on Social Security of the Social Science Research Council, 726 Jackson Place, N. W., Washington, D. C. This has been prepared in response to requests for references bearing upon the topics outlined in the "Suggestions for Research on Problems of Relief" recently published by the council. [See *Survey Midmonthly*, July 1939, page 225.] . . . "A Public Welfare District Office," by Eva Abramson is a study of central office-district office relationship and of the organization of a district office. The


MORE CRIME IN LARGER CITIES
Number of Major Crimes Known to Police per 1000 Inhabitants
OVER 250,000
100,000 - 250,000
50,000 - 100,000
25,000 - 50,000
10,000 - 25,000
UNDER 10,000
Each policeman represents one crime known to the police

Pictorial Statistics, Inc. for Public Affairs Committee, Inc.

"What Makes Crime," by Winthrop D. Lane, Public Affairs Pamphlet, No. 34, presents in popular form an inquiry into the causes and possible prevention of crime. The author offers no panacea for the elimination of the criminal whom he sees as a product of many converging influences—bad neighborhood, unhappy home, culture conflict, American money madness. Prevention, he believes, cannot wait for an individualistic society to develop into a cooperative one; must be slowly promoted through the elimination of slums and building of recreation centers, the establishment of child guidance clinics to aid parents in the more intelligent handling of children in the home, the use of greater understanding and skill by judges and probation officers in dealing with first offenders. Price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York.

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author describes, with observations, the central and district office set-ups in the welfare department of a "large urban area" which anyone familiar with the New York City department will immediately recognize. Though brief, the description gives a clear view of the intricate engine necessary to keep a vehicle of such unwieldy proportions running smoothly. Price 35 cents from the American Public Welfare Association, 1313 East 60 Street, Chicago.

Divers Good Causes

BLIND proofreaders correct the work of sighted persons in an NYA project in Illinois. At Herrin and at Harrisburg the NYA employs a total of some eighty sighted persons to transcribe volumes of fiction and non-fiction into Braille. The transcribed books are checked by blind workers before being bound.

In addition to the NYA project there are two WPA Braille transcription projects in Illinois. One at the Illinois School for the Blind, employs ten sighted persons: one to work in the institution's Braille library; two in the printing press and bindery; seven doing transcription work. The other project, in Chicago, under the sponsorship of the State Division of Visitation of Adult Blind, employs fifteen blind workers who transcribe books from the old Braille system to the revised Braille.

On the Inside—Experience with tenants who have gone into debt through installment plan purchase of household furnishings for their new homes has prompted the Minneapolis and Detroit housing authorities to sponsor displays of inexpensively furnished dwelling units. Made up of secondhand, homemade and low cost articles the demonstrations help families of limited income to see how they can make their homes attractive without incurring heavy costs.

At the Sumner Field Homes in Minneapolis, equipment for display units was borrowed from the Good Will Industries and from private homes. Planned by staff members of the University of Minnesota's home economics department, the decoration and reconditioning were done by seamstresses, carpenters and handicraft specialists from various WPA projects. When the displays were opened, free consultant service in home furnishing was offered to the tenants.

Penny Funerals—A plan for a penny-a-day burial insurance, worked out by Maurice Janklow, New York attorney, has received the approval of the New York City Affairs Committee, long interested in lowering the cost of dying. [See "Dying is a Luxury," by Kathryn Close, *Survey Graphic*, September 1938.] Under the plan, the purchaser, regardless of his age, could buy a policy with a face value of $100 at death, for one cent a day. Since the policies would be issued by a non-profit corporation, to the $100 would be added annual dividends representing the corporation's net earnings minus reserve requirements. The policy-holder would also have the benefit of an undertaker's services at reduced rates, the undertakers being under contract to the corporation to provide standard funeral services at a lowered price. Embellishments to the funeral could be added, if desired, under a limited-profit guarantee. It is expected that the dividends of a policy taken out by a young person would build up its face value so that it could finance a "respectable" burial. An older person might require two penny policies to be assured of a $200 funeral.

Ceaselessly Rocking—Two generations ago, crusaders in the Woman's Christian Temperance Union were using the sitdown strike. They carried kitchen chairs to saloon doorways, and sat in them until the menfolks stopped going in. Their Chicago granddaughters have made effective use of the same device this summer in a different cause. North Side housewives, objecting to the smell of a nearby garbage dump as well as to the rats which left their dump headquarters for cozier homes in North Side basements, staged a sitdown strike at the corner of Narragansett Street and Fullerton Avenue. All through the dog-days they sat there in rocking chairs, daring the city's trucks to unload in that spot. After a number of trucks had come and gone without dumping, the City Council yielded the point and ordered the garbage carried to a southern dump near the city limits.

Good Neighbor—"Responsible groups in the community can make their own liberties and opportunities secure only by working together to secure the same liberties and opportunities to all other responsible groups," said Mrs. Franklin D. Roosevelt in accepting the honorary chairmanship of a national sponsoring group of the Good Neighbor Committee on the Emigré and the Community. The committee, which developed out of the New York City Conference on the Emigré and the Community held last spring, has been formed to promote a better understanding of the refugee situation and to attempt to undermine prejudices and group conflicts in community life. Specifically its plans are to encourage the interchange of experience and methods among individuals and groups dealing with refugees in their adjustment to American life; to stimulate interest in the refugee as a potential asset to the community among civic, educational, religious, social and industrial groups; to encourage community-wide conferences on the subject throughout the country; to initiate legislation and governmental policies concerning refugee immigration; to serve as a "non-sectarian disseminating agency" for spreading information about refugee immigration through the press, speakers, radio and other publicity channels. Chairman of the new organization is John L. Elliott, senior leader of the New York Society for Ethical Culture; executive director, Bart Andress, former publicity director of the Child Study Association.

Film—A new movie, "Refuge," recently had its premier in the ballroom of the Hotel Astor in New York. Sponsored by the Spanish Refugee Relief Campaign, the picture dwells on the constructive aspects of the refugee problem—what is being done to help the sick and hungry in the French refugee camps. As photographers are no longer allowed near many of the French border towns or in the camps, most of the film was taken secretly. For information concerning showings address Spanish Refugee Relief Campaign, 381 Fourth Avenue, New York.

Concerning Children

CHILDREN, though politically inarticulate, managed to win several favors from the first session of the seventy-sixth Congress through the amendments to the Social Security Act. Not the least of these is the amendment raising the federal contribution to ADC programs from one third to one half and broadening the act to cover children between the ages of sixteen and eighteen who are regularly attending school. Though reduced in proportion by this change the advantage enjoyed by old folks competing with children for state favor still exists, as the maximum allowance toward which the federal government will contribute for two children—$30—is less than the maximum for one aged person.

Other social security amendments to favor children are concerned with the expansion of the maternal and child welfare and crippled children services. One extends the maternal and child health and welfare provisions to Puerto Rico, hitherto excluded from the benefits of these measures. Under another, increased grants to the states for maternal and child health services will make it possible to provide demonstration services of medical, nursing and hospital care in maternity cases, but will be inadequate to meet the needs of all the estimated 200,000 mothers unable to provide this care for themselves. Through a third, which increases the grants for crippled children's services, some of the 14,500 crippled children on the waiting

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lists of state agencies may finally receive care. This amendment also makes it possible to extend these services to children crippled with heart disease, of whom there are estimated to be some 200,000 between the ages of five and nineteen throughout the United States.

Vacations—Appalled to find that 21 percent of its "clients" were children between the ages of eight and fifteen, and aware that the limitations of its own budget resulted in inadequate diets and overcrowded living conditions, the California State Relief Administration late last spring determined to promote the health of as many of these children as possible through a summer camp program. The first step was to obtain an opinion from the attorney general as to the legality of spending relief funds in such a manner. Since his reply was affirmative, non-profit camp agencies throughout the state were approached. Many opened their facilities to the children, some free, some at reduced rates. By the end of July children from twenty-nine counties had gone to camp for periods of from one week to fifteen days. Many came back to their relief diets with at least a temporary gain in weight.

Beginning Early—Though a section of Virginia law prohibits sending a child to jail unless he is "extremely vicious and unruly," in 1938 there were more than 2500 children in jails throughout the state.

More Lunches—Five million undernourished school children will receive free lunches furnished by the Federal Surplus Commodities Corporation this year, if plans now underway are carried through. Farm organizations, educational groups and child welfare and health departments are cooperating with the FSCC in the expansion of the program which last year provided lunches for 800,000 children in 14,000 schools in low income areas. During the 1938-39 school terms, 30 million pounds of surplus foods were served in hot, school lunches. Among the fifty-four commodities used were dry, skim, and evaporated milk, citrus fruits, whole grain cereals, butter, eggs.

Convalescent Care—A year ago the Chicago Junior League, looking around for a new project, heeded a suggestion of the health division of the Council of Social Agencies regarding the dearth of convalescent care for Chicago's children. A three-year demonstration project accordingly was set up to care for sick children in foster homes after they leave the hospital.

It was an excellent example of teamwork among several agencies. The Social Service Departments of two hospitals, Cook County and the Children's Memorial, agreed to select the children and help in any possible way. The Chicago Orphan Asylum undertook to find suitable homes and provide case work supervision after placement. The Junior League promised $5000 a year, and took an active part in planning and supervision.

An average of ten children daily were given convalescent care in foster homes during the first year, for an average period of eight weeks. Now going into the second year the project has been bolstered by the aid of the Presbyterian Hospital and the average weekly number of children has been increased to fourteen.

The Public's Health

RUMORS of serious financial difficulties in New York City's Associated Hospital Service, largest of hospital prepayment plans, proved unfounded when the service recently released a financial statement showing a surplus of $568,043, a reserve of $1,089,302 for meeting claims. But close on the heels of the financial statement came the announcement that subscribers on renewal dates will receive new contracts based on a recent study and evaluation of the plan's four years of operation. The main change in the contracts will be a reduction of the maximum number of days' care from thirty to twenty-one. The 33 1/3 percent discount on hospital charges formerly allowed for stays over the contract period will be lowered to 25 percent and limited to sixty days. Payment for maternity cases will be limited to $5 per day and the waiting period raised to eleven months—formerly payment of full hospital service was allowed after the patient had been a member of the service plan for ten months. A limitation of $25 will be put on payments for the use of a hospital's operating room, $20 for laboratory examinations, $20 for X-rays. No tonsillectomy cases will be allowed before six months of membership and hospital care will be limited in such cases to two days for a person over the age of twelve and one day for a child under twelve. On the liberalizing side, the new hospital service contracts make provision for ailments known to the patient at the time the contract is taken out. Whereas formerly payment for the care of such cases was barred, the new contracts will allow such care eleven months after the patient has become a member of the service plan.

Danger—Smallpox, lately a disease of the Northwest [see *Survey Midmonthly*, January 1939, page 23], has been spreading eastward. Early summer brought several outbreaks to upstate New York, in origin nearly always traceable to recent arrivals from another locality. The disease reached epidemic proportions in a county penitentiary, but was always in a mild form. A more virulent type recently appeared in New York City—the first case in seven years. The victim was taken ill two days after his arrival in this country from Portugal. City and state health authorities have broadcast an urgent appeal for all persons to become vaccinated who have not had positive vaccinations within the last five years.

Medical Care Plans—Washington's Mutual Health Service, the prepayment medical plan devised by the District of Columbia Medical Society [see *Survey Midmonthly*, January 1939, page 19], this summer began membership enrollment and will start services as soon as there are 5000 subscribers.

In New York State a plan for medical indemnity insurance to operate under the state's new insurance code [see *Survey Midmonthly*, August 1939, page 254] is being sponsored by the Associated Medical Service of New York, a corporation formed to inaugurate the plan. The service is to be operated by 16,000 physicians in seventeen counties in the southern part of the state. It will provide insurance against $150 to $300 in annual doctor bills at a cost of $12 to $24 a year.

Wholesale—So far the lungs of 28,000 New York workers have been X-rayed by the tuberculosis service project of the WPA. Among the workers were 15,000 members of the Furriers Joint Council, 6000 members of the Undergarment-Negligee Workers Union, 7000 members of the Dress and Waistmakers Union. Primary purpose of the project is to test health hazards in various industries. Latest lungs to be subjected to the X-ray machine belong to 4000 members of the Knitgoods Workers Union now undergoing the test.

Ogre's Return—No alarmists were those who warned of the expected upward trend in infantile paralysis incidence this year. [See *Survey Midmonthly*, January 1939, page 17.] Returning on its evident two-year cycle the disease has struck hardest in South Carolina which, as early as May, reported seventy-one cases to the U.S. Public Health Service. Though the number of cases declined in the first part of June, between the middle of June and the middle of July ninety-nine cases were reported in the state. In this period the incidence for the whole country was two and a half times that of last year with North Carolina, Georgia, Texas, Michigan and California also suffering heavily. Throughout the rest of the country the incidence was no more than seasonal. In spite of the total increase over last year—the lowest in a decade—this year's incidence so far has been only 60 per-

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cent of the average for similar periods between 1934-38.

Of all the recent fund-raising drives to combat this dread disease 1939's has been the most successful. Net gains were $1,329,100. Largest proportion came from the President's birthday balls which brought in $1,136,455; next from the "March of Dimes" with $217,602. Other sources netted $96,972. Expenses of the national committee were $121,929.

So far most of the work of fighting infantile paralysis, technically known as poliomyelitis, must be centered on research and after-treatment. No wholly successful preventative is known. One of the most hopefully observed pre-disease treatments has been found frequently to destroy the olefactory sense of those submitted to it.

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MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

Progress—While the deathrate from disease among Panama Canal employes in 1938 was three times as high among Negroes as among whites, according to the annual report of the Health Department of the Panama Canal, the rate of hospital admissions was twice as high for whites as for colored persons. In spite of this anomaly, statistics included in the report indicate that most health progress since 1906 has been made among Negroes. While the deathrate among whites in 1938 was slightly higher than it was thirty-two years previously—3.84 per thousand as compared to 3.72 per thousand—among Negroes it dropped to less than a fifth of the 1906 rate—9.54 as compared to 47.76.

The Public on Tb—The success of one public health educational campaign is reflected in the results of a Gallup Poll testing the public's knowledge of tuberculosis. Though only a small percentage of the persons questioned knew that tuberculosis was caused by a bacillus, 76 percent knew that the disease was contagious, 86 percent knew that it was curable, 43 percent knew that rest was the most important method of treatment. The majority of persons confused cause with "allies" of the bacillus—rundown condition, malnutrition, poor living conditions—indicating, according to Dr. George Gallup, director of the American Institute of Public Opinion, "that the campaign of social workers . . . has had more effect than the campaign of doctors and health authorities. . . ."

Nursing and Nurses

MASS treatment is a thing of the past in New York City's municipal hospitals in spite of the administrative routines necessary in such a large organization as the city Department of Hospitals, according to the annual report of the department's division of nursing. During 1938 a special effort was made to teach the city's nurses to regard each patient as an individual, even to considering food preferences when possible. The nurses were particularly instructed to watch out for patients in need of encouragement.

The most disappointing part of the report was that dealing with the nurses' own health. Though the year was the first of the application of the eight-hour day, illnesses among nurses noticeably increased. This was in the face of the extension of nurses' health programs to all the department's hospitals.

In 1938 the department's personnel included 5062 graduate nurses, 2091 attendants, 946 student nurses, 359 affiliate students, 47 practical nurse students, 14 WPA nurses and 31 WPA attendants. All but one half of one percent of the nurses were eligible for registered professional nurses' licenses. Only half the attendants were eligible for practical nurses' licenses.

In-Service Training—The Indiana Welfare Department's division of medical care is about to inaugurate an in-service training program for nurses and attendants in state hospitals. The program will be directed by the division's new supervisor of nursing, Hazel M. Smith. Mrs. Smith was formerly superintendent of the Pennsylvania State Hospital for Crippled Children at Elizabethtown, Pa.

Attendants—Cleveland is one of those cities to which has spread the realization of the usefulness of trained nursing attendants for the cure of mild illnesses, for aged, chronic and convalescent patients, for infants and young children. There, members of the first group of nursing attendants trained by the Family Health Association are now in the midst of their first six months of service under the close supervision of nurses from the association. The attendants, whose nine-month training course was conducted by registered nurses, also have been taught cooking and housekeeping which they must at times combine with their other duties.

Regulation—California's new nurse practice act will become effective the middle of next month. The law, promoted by the California State Nurses' Association [see *Survey Midmonthly*, February 1939, page 54] sets up a board of examiners to be composed of five nurses to issue licenses to graduate and professional nurses and to supervise the regulation and accrediting of schools of nursing. No school unable to meet the standards set by the board will be permitted to operate within the state.

For Self-Improvement—Two plans are being considered by the New York State Department of Health to enable nurses not near university centers to broaden their academic background as well as their professional knowledge. One is to make use of extension courses offered by colleges in the community. The other is to make use of those universities which offer degrees in public health nursing. Already Columbia, Syracuse and New York Universities have signified their willingness to give extramural academic instruction where local facilities are lacking and to offer professional courses in centers where a demand exists. Nurses will be urged to enroll for the academic work before requesting extended training in public health nursing. Courses will be open to hospital as well as to public health nurses at the regular tuition fee of the participating college or university.

Professional

STUDENTS of social work are used as "social case historians" in Michigan at the three state prisons. Working as staff members of the prison classifi-

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cation committee, but without pay, those studying to become parole, probation or juvenile court officers thus can gain first-hand experience in penal problems and work with prisoners under professional supervision. The student's immediate job is to secure the social history of each inmate being studied by the committees.

Birthday Present—The recent first anniversary of the National Association of Day Nurseries was celebrated by the publication of Volume I, Number 1, of *The Day Nursery*, a new periodical, to appear monthly nine times a year. The initial issue was devoted to addresses and reports from the association's first annual meeting. Later numbers are to include "general and specific" discussions of practical problems confronted in the operation of a day nursery, written by experts in the field.

New "Voice"—County welfare board members in Minnesota now have their own division in the State Conference of Social Work. This division, created through a change in the conference's constitution, will serve as a clearing house for an interchange of thought on the common problems of welfare boards, and will plan its own program for the next annual meeting of the conference. Its formation was the result of the initiative of welfare board members who felt the need of a "voice" for those at work "on the firing line."

Turn About—On the theory that turn about is fair play, Catholic, Protestant and Jewish clergymen in Chicago this year have collaborated on a study course for social workers on the "Therapeutic Value of Religion." The discussion-lectures were sponsored by the joint committee of the Council of Social Agencies and the Chicago Church Federation which since 1934 has offered a yearly course to clergymen on social work and social agencies. Over 300 social workers have turned out for the clergymen's lectures which covered the topics, Patterns of Religious Experience, Resources of the Church for Social and Personal Adjustment, The Pastor as a Counselor, and Teamwork between the Social Worker and the Minister.

Conferences — "Nursery Education Today and Tomorrow" is the theme set for the biennial conference of the National Association for Nursery Education to be held in New York, October 25-28. Speakers of national reputation in the field will describe outstanding practices, modern theory, and current significant research. Discussions will center around the relation of nursery education to social agencies, housing projects, family life, teacher education, community projects for young children.

San José, Costa Rica, will be the scene of the Eighth Pan-American Child Congress, October 12-19. An International Exposition of Social Hygiene, Maternal and Child Welfare and Education and an Exposition on Child Care will be held simultaneously with the congress. . . . The National Society for the Prevention of Blindness will hold its annual conference in New York City at the Hotel Astor, October 26-28.

People and Things

THE Philadelphia Morons was the colorful title chosen for the only social workers' baseball team in history, according to Berkeley G. Tobey, district secretary for New York's Community Service Society. The team was organized and managed by the late Porter R. Lee, at the time general secretary of the Philadelphia Society for Organizing Charity. It was composed entirely of social workers, many of whom have since attained distinction in social work "although comparatively unknown in the world of sports," says Mr. Tobey.

"Bill Buck of the Seypert Institution was catcher and Frank D. Witherbee of Girard College was pitcher and they were a mighty good battery which carried the team through two successful seasons. Roy Smith Wallace, Pennsylvania SPCC, was first base; Berkeley G. Tobey, Philadelphia SOC, second base; ("Spud") J. Prentiss Murphy, Children's Bureau, third base; Alec Wilson, Philadelphia Department of Health and Charities, short stop; Porter Lee, Philadelphia SOC, center field; Karl de Schweinitz, Pennsylvania Tuberculosis Society, right field; Ed Sollenberger, Children's Aid Society, left field; Alec Fleischer, Pennsylvania Tuberculosis Society, water boy."

Here and There—This summer brought news of several shiftings about in positions closely connected with social work. The Civil Service Assembly announced the appointment of James M. Mitchell as assistant director of its headquarters office. Mr. Mitchell, formerly manager of the Michigan Personal Service of the Michigan Municipal League, is filling the position left by Henry F. Hubbard, now on the staff of the Federal Council of Personnel Administration. . . . New director of social research of the New York Association of Personal Finance Companies is Thomas L. Cotton, whose most recent connection has been with the New York WPA, but who has had a long professional association with social work of various kinds. . . . John D. Newsom, former director of the Federal Writers' Project in Michigan, was appointed director of the Federal Writers' Program of the WPA. . . . Three appointments to the administrative staff of the Federal Works Agency were announced: Alan Johnstone, former counsel for the Senate committee to investigate unemployment and relief, as general counsel; George Babcock and Foster Adams, from the Rural Electrification Administration, respectively, as management engineer and chief of the research and statistical section; Forrest Allan, previously assistant to the director of the TVA, as chief of the information division. . . . Lawrence A. Oxley, formerly field representative of the U. S. Employment Service, has been appointed chief of the Negro placement service of the Federal Security Agency.

Officers—New president of the Family Welfare Association of America is Lawrence M. Williams of New Orleans. New vice-presidents: Frances Taussig, New York; Dr. Julien E. Benjamin, Cincinnati; Ralph A. Uihlein, Milwaukee. Under a recently adopted plan the first vice-president becomes *ex-officio* chairman of the executive committee.

Educators—Dr. Edward Benes, former president of Czechoslovakia, has received a permanent appointment as professor at the University of Chicago, where for several months he has been guest professor on the Walgreen Foundation. . . . Joseph P. Chamberlain, vice-president of Survey Associates, recently received an M. A. degree by decree from Oxford University, England, where he has gone to serve as Eastman visiting professor. [See *Survey Midmonthly*, June 1939, page 193.]

This month Elizabeth Reeve Cutter Morrow (Mrs. Dwight Morrow), long a close friend of Survey Associates, will take the reins as interim president at Smith College, Northampton, Mass. Mrs. Morrow, who will occupy the position recently vacated by the retirement of William Allan Neilson, another *Survey* friend and contributor, will serve until a permanent president is chosen for the college.

Rechristened—The Committee of Catholics to Fight Anti-Semitism last month changed its name to the Committee of Catholics for Human Rights. Said its executive secretary in announcing the change, ". . . anti-Semitism is but one facet of the new barbarism which includes anti-Catholicism and all other selective hates."

In Public Welfare—New director of the California State Department of Social Welfare to serve "for an interim period" is Martha A. Chickering who has received a year's leave of absence from the University of California's Curriculum of Social Service. Dr. Chickering will be aided by Charles I. Schottland,

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named deputy administrator. Mr. Schottland is on a six months leave from the Jewish Community Council of Los Angeles where he is executive secretary. To bring the county viewpoint to the state set-up there will be Elizabeth Burroughs, who has been director of the county relief division of San Francisco's Public Welfare Department. Miss Burroughs will serve as assistant to Dr. Chickering.

New York City's Department of Welfare recently announced the appointment of Hugh R. Jackson as director of public assistance. Mr. Jackson is on leave of absence from his position as associate secretary of the New York State Charities Association. . . . Iowa's State Social Welfare Board, which recently absorbed the program of the former Iowa Emergency Relief Administration, has appointed Virgil Hall to serve as administrator of the coordinated welfare programs. Mr. Hall was appointed administrator of the IERA last February. Robert E. Bondy, until recently with the American Red Cross, this month begins duties as the District of Columbia's welfare director.

In "Private" Work—This month the staff of the American Association of Social Workers will be strengthened by the addition of Dorothy Kahn, once president of the association (1934-36) and recently resident consultant in the School of Applied Social Sciences at Western Reserve University, Cleveland. Miss Kahn will be assistant secretary in charge of the AASW's program relating to public welfare service. . . . Terrance L. Webster, erstwhile campaign secretary for the Minneapolis Community Fund, is now executive secretary of the Columbus and Franklin County (Ohio) Community Fund and director of the Council of Social Agencies. He succeeds Charles A. Jones, who resigned to become assistant treasurer of the American Education Press, Columbus. . . . Arthur Greenleigh has traveled across the continent to take up duties on the staff of the National Refugee Service in New York. Mr. Greenleigh was formerly director of the Bureau of Indigent Relief in Los Angeles County, Calif.

Deaths

CATHERINE SANDERS, general secretary of the Children's Service Bureau, Portland, Me., in Jamaica Plain, Mass.

RUTH FRENCH ADAMS, director of intake and certification with the Works Progress Administration, Portland, Me., in Brookline, Mass. Miss Adams was also known for her work in the social service field in Montreal, Washington, D. C., Buffalo, Rochester, and Westchester County, N. Y.

THE PAMPHLET SHELF

Rural Life

RURAL PEOPLE AND THE CHURCH, by Thomas Alfred Tripp. 39 pp. Volume V, Number 5 of Social Action, 289 Fourth Avenue, New York.

A study of rural diversity, poverty and slums, mobility and insecurity of tenure, isolation and other problems, ending with an appeal to the church to assist in the economic rehabilitation of rural America.

A GUIDE TO THE LITERATURE OF RURAL LIFE. Compiled by Benson Y. Landis. Federal Council of the Churches of Christ in America, 287 Fourth Avenue, New York. 15 pp. Price 10 cents, less in quantity.

Five hundred titles of books and pamphlets, classified and annotated, all inexpensive and non-technical. Includes the titles of other bibliographies on rural life or related interests.

RURAL YOUTH, by David Cushman Coyle. 35 pp. Published by the National Youth Administration, Washington.

RURAL RELIEF AND RECOVERY, by Rupert B. Vance. 32 pp. Published by the Works Progress Administration, Washington.

Numbers 2 and 3 in a series, *Social Problems* (see *Survey Midmonthly*, June 1939, page 188 for Number 1) "designed to present reliable non-technical information" on current problems. Mr. Coyle pictures the damming up of rural youth's opportunity and offers suggestions for its release through educational, recreational and vocational aid. Mr. Vance distinguishes the rural relief problem from that of urban relief by pointing to its origin in land-waste and farm mechanization and suggests that the answer lies in a permanent program of soil conservation and crop control.

Group Work

1938 YEARBOOK. Park and Recreation Progress, National Park Service. Price 35 cents from the Superintendent of Documents, Washington.

Reports by park officials and articles by leaders in the field of recreation, not in government service, including studies of selected city and state park systems, of state park legislation and of various camp programs.

A PROFESSIONAL OUTLOOK ON GROUP EDUCATION, by Hedley S. Dimock, Charles E. Hendry, Karl P. Zerfoss. 47 pp. Price 35 cents, from Association Press, 347 Madison Avenue, New York.

Ten papers covering the emergence of group education, conditions under which it is likely to achieve the largest fruitfulness, the professional status of the group leader and training for his work. The criteria of group education offered by Dr. Dimock, as tentative suggestions for stimulating further study and discussion, are almost axiomatic in simplicity and significance.

NATIONAL ASSOCIATION FOR THE STUDY OF GROUP WORK. Proceedings, New York and Seattle Conferences and Second Annual Report. 64 pp. Price 50 cents, special rates for quantities, from the Association Press, 347 Madison Avenue, New York.

Three papers and a number of committee reports which reflect the growing importance of group work in modern social development. The papers are "Group Work and Progressive Education," by Arthur L. Swift, director of field work, Union Theological Seminary; "Social Sciences in the Service of Group Work," by Emory S. Bogardus of the University of Southern California; "Group Work and Large Scale Housing," by Jean Coman, community relations counselor of the U. S. Housing Authority. The reports indicate the part the association has played in helping group work fit itself for the role demanded of it today.

Health and Mental Hygiene

RESEARCH IN MENTAL HOSPITALS: A SURVEY CONDUCTED BY THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, 1936-1937. 151 pp. From the committee, 50 West 50 Street, New York.

The results of a survey to determine the research activities and possibilities in public mental institutions finds that there is a "genuine interest" but much room for development.

CHRISTIANITY AND MENTAL HYGIENE. 53 pp. From Committee on Religion and Health, Federal Council of Churches of Christ in America, 105 East 22 Street, New York.

A report of a conference held in Greenwich, Conn., which includes discussion of the chief characteristics of modern Christian thought about man and personality reconstruction, with program suggestions for the church. It also considers counseling by the pastor, his resources and limitations, and the nature and object of faith.

TOWARD A HEALTHY AMERICA, by Paul de Kruif. Public Affairs Pamphlet No. 31. Price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York.

A digest, with accompanying pictographs, of two articles which formerly appeared in *The Country Gentleman*. The author presents a plan, based on the mobilization of a volunteer health army of health officers, physicians, laboratory workers, engineers and nurses under local control, state supervision and federal advisory leadership, to eliminate malaria and syphilis and materially to reduce the deathrates from pneumonia, tuberculosis, cancer and other causes.

Miscellaneous

THE NEW DEAL IN ACTION, 1933-1938, by Arthur Maier Schlesinger. Macmillan. 69 pp. Price 60 cents.

A bird's-eye view by a professor of history at Harvard University of the trend of national policy during the last five and a half years. The spirit is one of judicial detachment. The story is carried through the November elections of 1938. Bibliography.

IF WE SHOULD BE INVADED, by Jessie Wallace Hughan. 22 pp. Price 10 cents from War Resisters League, 171 West 12 Street, New York.

An expansion of "Defense Without Armament" first published in the *Friends' Intelligencer*. Imagining the United States completely disarmed and invaded by a foreign foe, the author indicates available measures of defense and evaluates their chances of success as compared with those of military preparedness. An argument for complete disarmament with non-violent, non-cooperation substituted for armed force.

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Book Reviews

Not Much Affinity

THE REHABILITATION OF CHILDREN: THE THEORY AND PRACTICE OF CHILD PLACEMENT, by Edith M. H. Baylor and Elio D. Monachesi. Harper. 550 pp. Price $3.75 postpaid of *Survey Midmonthly*.

THE introduction tells us that here "the authors have combined the practical realism of social work with the best empirical procedures of the sociologist." Though intended, it seems, as a synthesis between two fields, sociology and social work, the two authors, one in either field, do not seem to have found the formula for that synthesis. They have not succeeded in combining empirical sociology with realistic social work into a harmonious one. This is a most difficult task since the approach, the objectives, the methods and techniques of the two are so fundamentally different. "Reconstructing Behavior in Youth," published in 1931, an attempt at a synthesis of psychiatry and social case work, was a much more successful effort because of the affinity of the two fields. That volume like the present is based on an evaluation of the experience of the Boston Children's Aid Association with children placed in foster family homes, and Mrs. Baylor is co-author of both books. It seems strange that there is no reference whatever in "The Rehabilitation of Children" to "Reconstructing Behavior in Youth." One wonders what the significance of this omission might be.

THE SOCIOLOGICAL THESIS IS SET FORTH in tones belligerent, if not hostile, to social work. It charges that social workers, acting for their agencies, tend to pervert the truth and misrepresent the facts for the sake of meeting the budget; that they deceive the public and hide their own shortcomings in professional jargon; that they are either mistrustful or ignorant, or both, of scientific facts and methods, particularly when these are discovered and presented by outsiders; that they are vindictive toward their critics, and that rather than take good advice, they are guilty of gambling with other people's lives. Mrs. Baylor, behaving all too gently in the face of provocation, emphasizes firmly the fundamentals in child-placing; challenges threadbare principles and outworn practices, and makes a number of effective and telling points on behalf of social work and social workers. "The Rehabilitation of Children" is really a two-in-one book and should have been separated into two distinct parts.

The book is based on an analysis and evaluation of 617 case records of children with foster family home experience. The Boston Children's Aid Association is represented with 511 cases and the New England Home for Little Wanderers with 106. The two sociological conclusions in brief are:

1. That there is a direct relationship between favorable or unfavorable response to foster family care and certain measurable factors such as nationality and cultural background of the parents, the child's interests, habits and companions. Two factors said to play important roles in the success or failure in foster family care are religiosity of the parents and their nativity. Consistent religious observance and confirmed atheism are presented as favorable factors alike. It is inconsistency and irregularity of religious observance of the child's parents which seem to have deleterious effect upon the child's response to foster home care. As for nativity, children of southern Europe and South America, and next, children of American and Canadian parents make the poorest showing; children of Asiatic parents the best. One may question nativity, however, as a measurable factor in foster home adjustment. In Boston it may be the south European, in Philadelphia the Negro, in Chicago the Pole, on the Pacific Coast the Asiatic. The experience of one city and of one agency is hardly broad enough for a general deduction.

2. That for social work to purge and save itself from waste, recklessness and hit-and-miss practices, it must adopt the prognostic or prediction table. A whole array of arguments are used in support of this proposal, among them: "It should be remembered, however, that successful insurance organizations guided by life tables follow the same principle of selection of risks." Herein lies the fundamental difference in approach. Social work attempts to meet human needs regardless of risk. The greater the human need the greater the responsibility of social work toward meeting it. Social work must take risks and its approach must be based on the adage, "While there's life, there's hope."

The use of prediction tables by social agencies may do no harm except to encourage superficiality and short-cut methods in place of thoroughgoing social case studies, but they can hardly be regarded as essential. There is not a case worker worth his salt who cannot prognosticate the probable outcome of a case on the basis of a good social case study. What social work needs most at the present time is not prognostic tables but better knowledge and greater understanding in connection with diagnosis and treatment; and the prognostic table does not throw much light on either.

All the cases of the Children's Aid Association which were included in this study had also been evaluated by the clinical method by the staff of the agency and "the two methods when applied to identical cases resulted in the same evaluation in 95.2 percent of the cases." This certainly does not indicate a large margin of error or hit-and-miss on the part of the social case work method even if we concede complete accuracy to the sociological method.

In the post-treatment study it was found that 67.4 percent of all children located had made a satisfactory adjustment at the time of the investigation: in detail—health problems, 88.5 percent; dependents, 84 percent; behavior problems, better than 50 percent; and delinquents, 42.5 percent. The Boston Children's Aid Association is to be congratulated on this showing which, to say the least, is encouraging.

The chapter on the psychiatric approach in children's work should be quite valuable to students of child placing work, although it is rather difficult to accept the separation of aims and methods of psychiatric case work from those of ordinary case work.

The social case work side, even though overshadowed by the sociological discourse, is well presented. Mrs. Baylor, with her rich experience in child placing, knows the hazards and uncertainties of foster care of children. And she is on solid ground when she emphasizes the importance of conserving the child's own family; the importance of competent staff; a manageable case load; better control by the child placing agency of the total case work situation including the child's family; the importance of continuity of supervision and relationship between worker and child; the great importance of community resources and attitudes both constructive and destructive in connection with child care and development.

JACOB KEPECS
Jewish Children's Bureau of Chicago

Social Transition

CHILD LABOR LEGISLATION IN THE SOUTHERN TEXTILE STATES, by Elizabeth H. Davidson. University of North Carolina Press. 302 pp. Price $4 postpaid of *Survey Midmonthly*.

CURRENT effort to establish effectual minimum wage regulation is a far cry from the early beginnings of the textile industry in the South. There, in days within the memory of a number of living people, nearly one third of the operatives were children ten to fifteen years old, receiving sometimes as little as 10 to 20 cents a day. But now, though the struggle to make wage-hour laws work is still in progress, there exists a weight of public opinion against child labor which is part of a general feeling for welfare in all its aspects.

This growth, as Miss Davidson points out, has been linked with other movements and objectives, with the gradual awakening of social consciousness that

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has enveloped and challenged the old rugged individualism and exploitation of the eighties. It has gone hand in hand, for example, with the movement for public education, and the trend toward promoting health service, recreational activities, and the proper care of dependent children.

Miss Davidson's careful record of child labor legislation in this one area shows that there was need of heroism and consecration at the start. There was no widespread demand for reform at the beginning of the movement in Alabama in 1886—on the other hand, a strong opposition by powerful vested interests fought every step, crying out alarm lest "infant industry" be blasted by the necessity of paying too high wages, invoking individual liberty, damning reformers as agents of the hostile North and East come to thwart southern enterprise. The same outcry is heard today in the demand for southern wage differentials.

The volume is an impressive record of a period of social transition, exhaustively documented.

Atlanta, Ga. TARLETON COLLIER

Wage Fixing by Authority

THE MINIMUM WAGE: AN INTERNATIONAL SURVEY. International Labour Office. 257 pp. Price $1.25 postpaid of *Survey Midmonthly.*

THIS complex analysis of experiences in the fixing and administration of wage rates by agencies, other than those of employers and employes directly concerned, assists in throwing light on new types of economic adjustments intended primarily for the protection of those members of society least capable of maintaining wholesome standards of living. The study is confined to "wage fixing by authority." This brings within its scope the compulsory decrees of boards of conciliation and arbitration, but omits the fair wage clauses of public contracts and apprentice regulations. Less than half the countries having minimum wage laws are covered, but those selected—Australia, Belgium, Czechoslovakia, France, Great Britain, Ireland, New Zealand, Peru and the United States—because of long experience, extensive scope of legislation or varied economic backgrounds, make possible an enlightening appraisal of these newer plans of wage adjustments. The International Labour Office expects to follow this report with studies of minimum wage legislation in other countries and with a survey of principles and administrative policies.

Modern minimum wage laws have varied antecedents: Early fair wage contracts for public works often suggested mandatory legislation; Great Britain, France, the United States and other industrial nations sought remedies for the intolerable exploitation of home workers; New Zealand and Australia could not make their compulsory conciliation and arbitration laws effective without means for the general enforcement of wage agreements between organized groups of employers and employes; Peru and Australia have legislated to protect aboriginal laborers. The public learned during the World War of advantages to be gained by planning and centralized control. The depression of 1930-1933 brought demands for legislative remedies, resulting in the rapid increase of minimum wage laws by which it was hoped to protect the workers' standard of living. It has been a haphazard development without the guidance of clearly defined principles or policies, but the movement has been democratic both in its aims and in the methods devised for fixing wage rates.

The present report, with its full lists of references and analytical index, supplies in clearly organized form the complex details of the experiences of nine countries in dealing with such difficult problems as basic wages and their modifications, the size of the workingman's family for which wage allowance should be made, variations which should be made for differences in skill or for those who are handicapped, methods of adjustment to changes in the cost of living, the extent of allowances for the conditions of the business or for the general economic state of the country, the adjustment of conflicting jurisdictions, the types of records needed for enforcement and numerous other intricate questions of scope and administration. These complex problems must be dealt with when fixing wages for home, factory and maritime workers, as well as for laborers in mines, transportation and agriculture. At present judges and administrators are guided chiefly by common sense and local experiences, but this and subsequent reports and conferences of the International Labour Office may lessen confusion and standardize procedures.

Brookline, Mass. LUCILE EAVES

Neighbors on the North

THE JAPANESE CANADIANS, by Charles H. Young and Helen R. Y. Reid, with a second part on Oriental standards of living, by W. A. Carrothers. University of Toronto Press, Toronto. 295 pp. Price $2.25 postpaid of *Survey Midmonthly.*

TRACING the pattern of Japanese participation in the social, economic and political life of Canada, the Young-Reid study centers in British Columbia where over 95 percent of the Japanese population lives and where the provincial government is "muddling through" the adjustment of white-Oriental relations. Its companion piece, the Carrothers study, uses government tables and cryptic analysis in discussing the living standards of Orientals, particularly the immigrant and second-generation Chinese, in Canada.

As a clear though not complete exposition of the status of Orientals in Canada, "The Japanese Canadians" also sheds light on the difficulties attending the presence of Oriental minorities in the United States and in South America. The Canada-Japan "gentlemen's agreement" is often cited as an effective and inoffensive means of limiting immigration from Japan. The Young-Reid study, however, raises the question whether the "gentlemen's agreement" is not frustrated at the Canadian end by an internal policy which denies the franchise to second-generation Orientals and excludes them from industries which in some cases their fathers helped to found and develop.

Mr. Young and Mrs. Reid explode popular myths that because of their birthrate the Japanese threaten to overrun the Dominion, that their low standard of living makes them permanently unfair competitors in the Canadian labor market, and that their social organizations are directed against the interests of the Dominion. Quite the contrary, according to the authors, the Japanese Canadians have a commendable record in virtually every phase of social and economic activity. Restrictions against them have been a political football, a crusade, or an economic defense measure, at various times and with different groups. A quota system of employment is suggested as a possible means of allaying the fear of Japanese domination of the labor market; but the authors hold out little hope that irrationality in matters affecting the Japanese Canadian can be easily corrected. JOHN H. OAKIE

Institute of Pacific Relations
San Francisco

Facts About Prisons

THE AMERICAN PRISON SYSTEM, by Fred E. Haynes. McGraw-Hill. 377 pp. Price $4 postpaid of *Survey Midmonthly.*

JUST as correct diagnosis must precede wise therapy, so careful clinical observation must come before sound diagnosis. This simple rule of the modern physician indicates the value of Professor Haynes' book—a value far greater than that of many more original and more scholarly treatises.

Drawing freely upon published reports of the American Prison Association, the Prison Association of New York, the Osborne Association, and Prison Industries Reorganization Administration, the author has assembled in comprehensive and accessible form a mass of material that every student of American penology may use. Those whose interest lies in the future, those who want to help correct our costliest and most tragic social failure, will find in this single volume reliable information that heretofore has been available only after elaborate and painstaking search.

The chapters dealing with inmate participation in prison management are especially valuable. Much misinformation is current regarding the successes, the

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failures, and the wise limitations developed by experience in regard to this important device. Professor Haynes deals with the subject objectively, marshaling evidence which should be most helpful to anyone purposing further experiment in this direction. Similarly, his chapter on classification of prisoners throws a clear light on a subject that suffers from over-simplification at the hands of those without experience, and often seems impossibly complex and baffling when presented by experts.

Probably the most striking part of the book is the last chapter, somewhat sensationally captioned "Abolition of the Prison System." Here the author discusses sympathetically and intelligently the devices of probation and parole, the development of road camps, prison farms, and similar modern substitutes for the traditional maximum-security fortress-prison. Many American readers, trained to think that British justice combines rigorous execution of harshly repressive criminal law with a "treat-'em-rough" method of controlling prisoners, will be surprised to learn that in England immense strides in another direction have been taken with astonishingly good results. "Thirty prisons have been closed since 1900, and the number of prisoners during the same period has fallen from 153,000 to 47,000 in 1935." I may add that the new criminal justice bill now pending for passage in Parliament will carry still farther what we should regard as truly revolutionary reforms, and that the British have learned that society must "abandon the superstition that loss of liberty makes people fit for liberty." JOSEPH N. ULMAN

Judge, Supreme Bench of Baltimore City

Criminology for Social Workers

CAUSES OF CRIME: BIOLOGICAL THEORIES IN THE UNITED STATES 1800-1915, by Arthur E. Fink. University of Pennsylvania Press. 309 pp. Price $3 postpaid of *Survey Midmonthly*.

THIS book has much to recommend it. It is written interestingly, the subject is well covered and the arrangement of the material is excellent.

It can particularly be recommended to those who work in social fields not directly connected with criminology or psychiatry, but who have some understanding of the modern approaches to the treatment of crime.

In direct and non-technical language, it presents the problems that psychiatrists and those in allied professions face when they attempt to be useful to the legal and penal authorities in the treatment of the potential or actual criminal.

The historical presentation and discussion of the various factors of the mental life of the criminal are most practical as is the chapter arrangement. Noteworthy is the excellent evaluation of the contributions made in the early books of Dr. William Healy to the clarification of the confused thinking and terminology of the early period.

This book represents reading suitable not only for the scientist or social worker casually interested in the subject. Its condensed historical presentation makes it a book that the most experienced also will read with pleasure and profit.

However, its greatest audience should be among social workers, for whose "must" list it is recommended.

SAMUEL W. HARTWELL, M.D.

Child Guidance Laboratory
Buffalo, N. Y.

Lucky Families

THE FAMILY MEETS THE DEPRESSION, by Winona L. Morgan. University of Minnesota Press. 124 pp. Price $2 postpaid of *Survey Midmonthly*.

THE reviewer questions the accuracy of this title, for the book is not a study of average American families but of a very select group of 331 families. While the families described are "normal" they are certainly not typical nor average. Furthermore, they seem to have passed by the depression rather than to have met it.

Miss Morgan's study was based on information secured in 1933 from families who previously had answered questionnaires submitted to them in 1927 by Ruth Lindquist in a study made under the auspices of the American Home Economics Association. The present work is an attempt to discover the extent of the changes which have taken place during this six-year interval, presumably because of the depression. However, many matters are discussed that seem to be in no way connected with the depression: for example, the financial arrangements between husband and wife, feeding and other child care problems, the effect of time on the relations between husband and wife.

Prior to the depression somewhat less than half of the families in this group received incomes of $3500 a year and over. In 1933 only 31 percent remained in this class. Practically all the mothers were college graduates with home economics training, and close to 90 percent of the fathers were also college graduates. Only one percent of the marriages during this six-year interval resulted in separation or divorce. Two thirds of the families owned their homes. Two thirds were engaged in professional pursuits or in business.

Unemployment touched the group but lightly. At the time of the study only 1.8 percent were actually unemployed and only 4.5 percent were unemployed at any time during the six-year period. However, almost half of the families had to face a decrease in income in 1933; about a third recorded no change, and 11 percent enjoyed a higher income. The depression seemed to have left these families in pretty much the same situation as they were found in the 1927 study.

There were no sacrifices of insurance nor of homes nor of hired help in the home. There was apparently no need for any drastic decrease in entertainment, in recreation nor vacations. Fifty percent of the families stated that the depression had had no particular effect on family relations. Forty percent felt that it had helped to bring the family more closely together, and almost a third felt that they had been able to arrive at better standards of value. Only 9 percent felt that the depression had had unfavorable effects.

A homogeneous group such as this, well above the average in education, culture and tastes, was apparently highly successful in weathering the storms of the depression years. Although a third of the families indicated that they were unable, for financial reasons, to have more children, on the whole they report fewer sources of worry and friction in 1933. In the words of the author, "They had little worries rather than major ones." Happy group, which had more occasion to worry over church or club activities than how to meet the next month's food bill!

This study, which is intended largely for students of home economics, will impress the social worker as somewhat less vital than the one published last year by Cavan and Ranck, entitled "The Family and the Depression." It is refreshing, however, to read the record of a group of families which was not subjected to the havoc which the past decade has wrought. The book contains a very excellent and complete bibliography on family life. BENJAMIN GLASSBERG

Superintendent Department of Outdoor Relief, Milwaukee, Wis.

The Scientific Method

THE INDUSTRIAL WORKER: A STATISTICAL STUDY OF HUMAN RELATIONS IN INDUSTRY, by T. N. Whitehead. Harvard University Press. 2 vols. 265 and 172 pp. Price $5 the set postpaid of *Survey Midmonthly*.

THE Western Electric Company's research in the attitudes and reactions of various groups of workers is well known pioneering in the adaptation of scientific methods to a study of human relations in industry. The several experiments which were carried on over a period of years have been described briefly in earlier publications. "The Industrial Worker," dealing with one experiment only—the Relay Test Group—describes in precise detail the setting of the experiment, the recording of data, and statistical methods used to determine the validity of the findings. The second volume of the set consists entirely of the statistical findings upon which the discussions in the first volume are based.

Professor Whitehead's careful reporting of experimental and statistical meth-

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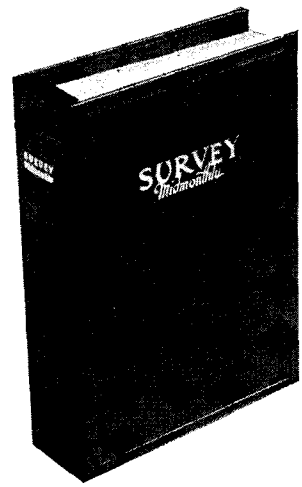

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ods is invaluable to persons concerned with research in human problems in industry. The findings resulting from the experiment are of consequence to a much larger group of employers who are confronted with individual and mass employe unrest, and to many others who are interested in the satisfactory adjustment of the individual worker to an industrial civilization. Because of the possible broad interest in the findings, one regrets that they are not given more space and presented apart from the description of statistical methods. The emphasis on methodology discourages any reader who is not particularly interested in research techniques.

Perhaps the most outstanding result of this microscopic observation of five workers is the evidence that the characteristics of the social group affect worker-productivity to a much greater extent than physiological conditions, when the latter are within what Professor Whitehead calls "the comfortable range." Other findings, such as those relating to the development, maintenance and modification of social attitudes, are of broad sociological significance.

This book reveals, as none of the shorter descriptions of the experiments have done, the possible extension of scientific research methods into human relationships with greatly increased understanding of the necessary approaches to a solution of current industrial and social ills. At the same time, one fact in particular demonstrates the limits of this type of research upon industrial problems: a complete change in the personnel of the test room near the end of the experiment was explained by two words, "Laid off."

HELEN BAKER
Industrial Relations Section
Princeton University

Truth About Sweden

DEMOCRATIC SWEDEN, edited by Margaret Cole and Charles Smith. Greystone Press. 334 pp. Price $3 postpaid of *Survey Midmonthly*.

THIS cooperative study by members of the British New Fabian Research Bureau about the most noted Scandinavian cooperative commonwealth is the best single volume about Sweden available today. Eighteen chapters by almost as many authors treat in detail every aspect of national life under three major heads—government and politics, the Swedish economy, social conditions and policy. The individual studies are strictly factual. Throughout are comparisons with British organization and policy which the American reader will find stimulating to his personal analysis of contrasts and similarities with his own country, too.

The first section includes not only a descriptive and critical account of governmental organization and party programs but a careful analysis of trade union structure and policies, budgetary and public works programs, the banking system and monetary policy, and international relations. Here emerges a clear-cut picture of how government can blueprint an integrated "planned economy" based on control over standards and practices. Swedish experience indicates pretty conclusively that private initiative in fiscal affairs works effectively within the framework of policy determined by the state.

The same generalization applies in the economic sphere. Despite the remarkable growth and vitality of the cooperative movement in Sweden, individualistic control of economic life still predominates. But throughout the various segments of industry and trade, the state sets the pattern of practice; the private entrepreneur works successfully within it.

Social aspects of Swedish life which receive attention are especially the social services, population policy, education, the press, and radio. Whereas in the political and economic spheres much praise has been showered on this "middle way" country, the report indicates that in the social field there is no uniform "high." Some services are excellent, but there are still grave deficiencies. Population is declining, and abortion is frequent. Edu-

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cation at the university level is still the prerogative of the well-to-do; very little provision for subsidizing higher education for the masses has been projected. The press is becoming, as in other countries, big-business minded; the government-controlled radio does not present any conspicuous excellences, except in a few educational features.

This study of Sweden is an important contribution to an understanding of what democracy means in practice. Were de Tocqueville alive today, he might very well have chosen Sweden rather than America for his study.

Queens College PHILLIPS BRADLEY
New York

Children With Children

FAMILIAL FEEBLEMINDEDNESS, by Clara Harrison Town. Foster & Stewart. 97 pp. Price $2 postpaid of *Survey Midmonthly*.

THE fact that feeblemindedness occurs repeatedly in certain families was brought to the attention of Dr. Town during her experience as consulting psychologist in clinics in Lincoln, Ill., and in Buffalo, N. Y., where she found that in several families with mentally subnormal children the condition had existed in successive generations.

In this small volume, the author makes no attempt to enter upon the controversy of heredity against environment but sets forth in tabulated form the historical, social, physical and behavior data for each of the 141 families studied. Briefly and succinctly, much factual material is presented to show that the feebleminded are producing feebleminded offspring. Great care has been exerted to record only facts which are supported by credible and convincing evidence to the effect that mothers who are themselves mere children mentally are rearing and caring for children, many of whom present problems that might well daunt the wisest of mothers. "Children," to quote the author, "sicken and starve because their mothers are incapable of preparing their food properly; babies die because their feebleminded mothers do not see that they are ill; suffering, squalor and starvation of body and spirit prevail in these families."

Beginning with the family least affected with feeblemindedness and its accompanying ills, Dr. Town analyzes each family presented, introducing with cumulative effect, family history after family history revealing the dire and manifold difficulties traceable to their subnormal mental state.

These illustrations show, to both the reader's and the author's distress, how syphilitic, feebleminded parents, still in the child-bearing period, are allowed to remain at large, a distinct menace to the community.

Dr. Town makes a very ardent plea that all public-spirited persons become cognizant of the social implications revealed by her study of familial feeblemindedness. It is possible that because of a desire to further individual freedom we may be aiding and abetting the procreation of the hopelessly helpless. The book is challenging and should be read by all who are interested in the betterment of the human race.

EMILY THORP BURR
Vocational Adjustment Bureau

Up from the Cradle

EDUCATION OF YOUR CHILD, by John Louis Horn. Stanford University Press. 208 pp. Price $3 postpaid of *Survey Midmonthly*.

IN this book for parents about school education, emphasis is on school subjects and how they should be taught and learned. It deals with the range from nursery school through college and treats the several subjects more in specific detail than in principle.

The nursery school and kindergarten are briefly dispatched, the former with "no definitely formulated outcomes looked for. . . ." For the kindergarten there are check lists for general outcomes, for specific standards for reading readiness, and for formal instruction in numbers to be used by parents in judging children's progress.

Standards are given for checking children at frequent intervals throughout the elementary grades which, according to the author, "are devoted to mastering the basic skills. . . ." Even character development is reduced to habit formation and habits are listed so that parents may check. Nor is any caution sounded about the indiscriminate use of these check lists for all children by all parents. The only individual differences in children stressed by the author are those which are represented by the I. Q. This he staunchly maintains to be constant throughout life.

Standards become less exact in the section on highschool and college since the usual elective system makes for less "uniformity" than in elementary school. Parents are given a critical point of view about the curricula existing in highschool and college and some advice about the selection of higher education for their children.

The author goes on record as opposed to progressive education. Yet he gives only brief glimpses of what he conceives progressive education to be. Many will disagree with his definition. Many parents will use this book for sizing up their children's progress in school and for administering remedial work at home. Yet there will also be those who will want to know more of the reasons back of educational procedures than this brief book gives them.

WINIFRED E. BAIN
New College, Columbia University

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THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

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COUNCIL OF WOMEN FOR HOME MISSIONS—297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Grace L. Coyle, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-seventh annual convention of the Conference will be held in Grand Rapids, Mich., May 26-June 2, 1940. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF CINCINNATI, Cincinnati, Ohio
Program of Training for Public Welfare Administration

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
W. I. Newstetter, *Dean*

ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Rev. Joseph Husslein, S.J., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Arlien Johnson, *Dean*

UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
A. E. Grauer, *Director*

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Ernest Witte, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
Frank J. Bruno, *Head of Department*

WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, *Dean*

COLLEGE OF WILLIAM AND MARY, School of
Social Work and Public Health, Richmond, Va.

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